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A Study of Standards of Assistance of the Cook County Bureau of Public Welfare, Public Assistance Division, the City of Chicago Welfare Department and Selected Townships

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A STUDY
OF
STANDARDS OF ASSISTANCE
OF THE
COOK COUNTY BUREAU OF PUBLIC WELFARE
PUBLIC ASSISTANCE DIVISION
THE
CITY OF CHICAGO WELFARE DEPARTMENT
AND
SELECTED TOWNSHIPS
BY
RICHARD JOSEPH CUMMINGS

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INTRODUCTION

This study was undertaken to show the long evolution of the basic ideas and administrative structure of our present-day public aid program in Illinois. It seemed to the writer that it might be of interest to bring out the differing theories which underlay the public provisions for relief of the needy at various periods in the State's history, -- to see if there existed a variance in policies, an overlapping in services and difference in standards of assistance.

As a result, the study came to have a two-fold purpose: (1) to trace the development of public assistance in Illinois up to the passage of the Social Security Act in August 1935, and (2) to present the various standards of assistance.

The material for the study was drawn primarily from reports of the Illinois Emergency Relief Commission and its successor, the Illinois Public Aid Commission, and the reports of the Board of Public Welfare Commissioners of the Department of Public Welfare and their predecessors. The Illinois Statutes, together with the Supreme Court and other judicial decisions, have been consulted freely.

The files of the Cook County Bureau of Public Welfare, the Illinois Public Aid Commission and the City of Chicago Welfare Administration yielded significant additional material in the way of studies, reports, correspondence, and so forth.

CHAPTER I

HISTORICAL BACKGROUND OF PUBLIC ASSISTANCE IN ILLINOIS

John H. Mulkey, a Justice of the Supreme Court of Illinois, expressed in the following words the spirit in which the country of Illinois from the earliest times has assumed responsibility for its unfortunates: "It is the unquestioned right and imperative duty of every enlightened government in its character as *parens patriae*, to protect and provide for the comfort and well-being of such of its citizens as by reason of its infancy, defective understanding, or other misfortune or infirmity are unable to take care of themselves. The performance of this duty is justly regarded as one of the most important of governmental functions and all constitutional limitations must be so understood, and construed as not to interfere with its proper and legitimate exercise."¹ The governmental structures instituted for the care of these unfortunates have changed from time to time in conformance with social and economic progress, and with regard to taxing limitations and controls.

¹County of McLean vs. Humphreys, 104 Ill. 378.

The earliest historical records of county poor relief in Illinois appear during the time of the territorial government, before the organization of the State. The first of the laws dealing with poor relief (1790) provided that justices of the Courts of General Quarter Sessions of the Peace in the different counties should appoint one or more overseers of the poor in each township of each of the respective counties. The length of service was to be one year, and the chargeable duties were to give immediate notification to the justices of persons suffering from poverty, sickness, accident or any other misfortune or inability which might render him or her dependent upon public aid. The justice was then to provide relief for such persons. It was also the responsibility of the overseer to notify the justices in the case of vagrancies likely to become encumbrances on township obligations or gratuities.

In 1795 this law was reversed as part of a general revision of all territorial laws, which revision remained in effect in Illinois through successive territorial changes until the first State legislature met in 1819. This new poor law of 1795 is significant because: (1) it provided the pattern for poor relief administration for such a long period of time, and (2) it introduced into the Illinois Territory a number of features which have characterized the elements of the poor law to the present day.

Provisions dealt with such details as a local residence

and chargeability; a statement in regard to family responsibility; a recognition that the poor person should be as nearly self-maintaining as possible, and immediate and complete care of persons who should become too ill to provide for their own care, and constitutes the elements of the present Pauper Act in varying form. Provision for the activities of the overseer were also included.

Illinois became a state in 1818 and the constitution provided for important changes in the system of local government. The administrative functions of the county were transferred from the county courts to the county commissioners courts consisting of three commissioners elected by popular vote.

During most of the period from 1795 to 1827, administration was vested in overseers of the poor appointed by the county administrative authority existing at the particular time and acting as agents of the county in administering poor relief within the townships. Each overseer was required to take an oath of office that he would administer his duties "truly, faithfully, and impartially."¹ Supervision of his accounts was accorded to first an elected and then an appointed "body of free holders."

¹Laws of the Northwest Territory, 1788-1800 law of 1795, p. 217.

The overseer was also required to obtain an order from two justices of the peace before enlisting any person for aid. He was also allowed compensation for his services and was penalized for failure to perform his duties.

Relief for suitable lodging and employment was the first to be administered by the overseer, by provision therefor. Children whose parents were deceased or unable to maintain them might be apprenticed upon the order of two justices of the peace. By 1799, the order was amended to provide for "farming out" the poor at public auction to the lowest bidder contracting to care for such persons, in which method "the farmer of the poor" was introduced. These "farmers of the poor" were allowed to keep the poor persons under their charge at "moderate labor"¹ and poor persons who refused denied themselves of the right of further assistance. The overseers, however, were required to review the tenor of the care received by the respective charges, and in cases where the "poor have not been sufficiently provided with the common necessities of life, or have been in any other respect illy treated"² they were permitted to withhold any part of the

¹Ibid. Law of 1799, p. 510.

²Ibid. Law of 1799, p. 510.

compensation due the "farmers of the poor" on contract, not to exceed one half of the total period.

These early laws contained considerable details regarding provision for local residence. They provided means by which legal settlement might be determined; for responsibility of the governmental unit in which the individual had gained legal residence for his care; for removal of the poor person from his place of legal residence should he become in need of care elsewhere, and for charge back of costs to the unit of legal residence for any person whose illness or demise prevented removal. The only direct provision for appeals written into these laws sanctions a right of appeals to persons thinking "themselves aggrieved by any order of removal...."¹ and to any overseers thinking "themselves aggrieved"² with regard to any order for payment of expenses charged back against them.

The other significant provision of these early laws relates to establishment of family responsibility, which at that time was specified only in the direct line, that is,

¹Ibid. Law of 1795, p. 225.

²Ibid. Law of 1799, p. 510.

parents, grandparents and children. A method for obtaining such support, and for levying against the property of a deserting husband, father or mother for the support of the respective dependents was also established.

The only significant change in these principles during this period was an amendment to the Act in 1821¹ to include provisions for the care of persons, not falling in the category of paupers, who became ill or expired without support money or property to meet the necessary expenses. This care was subject for approval by the county commissioners court and payable by the county treasurer. This was the first Act in which the word "pauper" appeared.

The period from 1827 to 1848 was significant for evolutionary developments in patterns of local self government and for the extent of experimentation with various methods of administration of the poor laws and varying local residence qualifications. It was during this time that poor houses came into existence to afford relief to the indigent and the State government accepted responsibility in the support of certain disadvantaged groups, giving rise to a new pattern of administration.

¹ Ibid. Law of 1799, p. 510.

Through an Act of 1828, Illinois practically dispensed with the township as a pattern for county organization. It vested the county commissioners of its different counties with the "entire and exclusive superintendence of the poor of their respective counties."¹ No provision was made for local residence in this law, but family responsibility, as defined in earlier laws, was retained. The county commissioners were given broad latitude in the administration to the poor -- they could contract for the care of such persons or appoint agents to provide for their maintenance. Dependent children were still to be indentured.

In 1833 modifications were made in the Act. To the policy of direct line responsibility was added a provision whereby brothers and sisters were held to have family responsibility, and specifications were made setting forth the order in which this family responsibility was to be exercised.

In 1835 to the Statutes was added a requirement which provided for residence of twelve months within a county as a basis for eligibility and for removal to the place of residence, if indicated. The commissioners were given the liberty of procuring workhouses for the accommodation and employment of county subjects.

¹ Revised Code of Laws of Illinois, 1827, p. 809.

In 1839, the county commissioners courts were given authority to purchase land and to construct poorhouses, while at the same time, justices of the peace, coordinating with persons appointed by the county commissioners court, were vested with authority to act as overseers of the poor. Even though the written letter of the law provided for the care of the indigent in the houses constructed for that purpose, there were no restrictions to a pauper receiving support outside the poorhouse upon the recommendation of the county commissioner. Contract care took on a different character also in the abandonment of public auction.

In 1839 the period of local residence was reduced to six months.

In 1841, a district change was made in the local residence provision wherein a period of thirty days was all that was required for the eligibility of relief within a respective unit. Residence was defined as "the actual residence of the party, or the place where he or she was employed, or in the case he or she was in no employment, then it shall be considered and held to be the place where he made it his home."¹

¹Law of Illinois, P. 191.

These main provisions were incorporated in the revised statutes of 1845. Poorhouses were erected in almost all of the counties of the state, and for the first time the care of the insane paupers was provided for therein (in the revision of the law of 1845)¹, and the county commissioners were required to give them adequate care.

The different forms of administration resulting from the changes made in the form of county government and the units contained therein merit special consideration because they are significant in the evolution of relief administration. Prior to 1849, cities, towns and villages were authorized in their charters to administer and finance poor relief; town councils were empowered to license certain forms of business and entertainment for the support of the poor, and to appoint overseers of the poor. The charter of a number of municipalities incorporated during this period contained such authority.

In the plan for counties to adopt a township form of organization, the legislature failed to designate clearly if the authority for relief taxation should be vested in the township or county. A Supreme Court decision², in 1851 established the fact that the financing of relief was regarded as

¹ Revised Statutes of Illinois, 1845, p. 277.

² Board of Supervisors, LaSalle County v. Town of South Ottawa, 12 Ill. 479.

a county responsibility and that the overseer was responsible to the board of supervisors for the administration of relief, although he was elected by the people of the township.

Thereupon a number of counties requested permission of the legislature to submit to the voters the question as to whether the county or the township should be the taxing unit for poor relief. As a result of these referendums a number of counties voted to vest the taxing authority in the township. Even though the township form of government existed in such a large number of counties in the state, the methods of administration lacked uniformity because of the dual existence of the township and county patterns of financing. While overseers of the poor were to be elected by each township, they were responsible to county authorities for the care of the indigent outside of poorhouses and their records "were to be accessible to, and their compensation audited by the board of supervisors."¹

Where the county form of administration was retained, county courts were established consisting of one elected

¹Seagraves v. City of Alton, 13 Ill. 366.

county judge and two justices of the peace who assumed the administrative functions of the county commissioners court. The justices of the peace continued to exercise the functions of overseer of the poor in these counties with the aid of such other overseers as the court might appoint.

There were four forms of administration, that by the city, town, or village; that by the county not under township organization, those delegating taxing authority to the township, and those delegating it to the counties.

The development of Illinois from a frontier State into a prosperous agricultural and industrial State, whereby she laid the foundation for future leadership in industry, reflected in a growth of urban and rural population of a character that was bound to challenge the strength of the relief agencies in a prolonger period of unemployment. Laborers were imported into the State in large numbers in an effort to develop numerous enterprises and "by the method of trial and failure the commonwealth that had in five decades risen from the wilderness ranked first among states in its flour and its great mills, and in its syrup and molasses factories, second in its manufactures of agricultural implements and fourth in the number of establishments for the manufacture of carriages and wagons, of saddlery and harness, of tin, copper and sheet iron, of cooperage, of furniture, and even of mill-

inery."¹ The general panic of 1857 crippled industry and retarded rural activities to the extent that an unemployment situation was created causing great poverty and suffering and taxing the relief units beyond their capacity. Mr. Cole says, "The unorganized poor relief of that day was ill prepared to cope with these demands."²

In 1861, the law was changed in regard to chargeability the period of fixing local unit of responsibility being raised from thirty days to a period of six months.

The poor law established by the Third State Constitution of 1870 eliminated the authority for cities and towns to levy taxes for and administer poor relief and prohibited special legislation for any governmental subdivision or corporation. It aimed at bringing about a more uniform method by which counties under township supervision, but provided no method by which counties could make such change in the future. The township supervisors had acted as overseers of the poor by virtue of their office since the abolition of the election of overseers in 1869. However, in the cases of townships having a population in excess of 4,000 an overseer

¹A. C. Cole, p. 365.

²A. C. Coles - The Ere of the Civil War, P. 203.

of the poor could be appointed by the county board at the request of the township supervisor.

The constitution also prohibited the granting of subsidies to private organizations, thus alienating the future relationships between private and public agencies. As a matter of fact, the general character of the county board was also changed at this time by the substitution of three elected commissioners to govern the county instead of the board which had consisted of one county judge and two justices of the peace -- in Cook County provision was made for the election of fifteen such commissioners.

County judges were relieved of their responsibility for the administration of poor relief, and such responsibility was transmitted to the respective counties under the following different patterns:

1. Counties with commission form of government:

The county commissioner in these counties had total responsibility for the administration of poor relief designating either a justice of the peace or other suitable person in each precinct to direct oversight of the poor.

2. Counties with township system of organization:

- A. Those counties which voted to finance poor relief by towns left the total responsibility with the township supervisor or overseer of

the poor, but retained as a county responsibility the operation of the poorhouses.

- B. Those counties which financed poor relief from county funds, but left the principle administration responsibility with the township supervisor or overseer of the poor.

Essentially, the patterns of local government in effect today date their existence back to the transformation which resulted by the enactment of the Third State Constitution of 1870.

In 1872 an interesting change occurred in the law in regard to the persons not coming within the definition of a pauper, such as injuries or deaths resulting while in the employment of railroad or mining companies or manufacturing establishments, making the company or establishment liable for the expense incurred thereby. The relief authorities retained the responsibility for meeting such expenses should the company refuse, and could sue for the amount of the expenditures.

Until 1874 there was little significant change in the poor law as far as the basic requirements for eligibility were concerned. The pauper act of 1847 was more or less a combination of previous acts amended and set forth in the constitution, but did contain additional specifications which more clearly defined the methods of administration. It remained in effect with only slight changes in minor details until 1931. In the main it was concerned chiefly with eligibility requirements, with taxation,

with the unit of governmental responsibility, and with an economical method of caring for paupers.

The social aspect of relief administration came into prominence with the separation of particular groups or categories of needy persons and presaged the modern era. These programs came into being in the last half of the nineteenth century and were directed to such principal groups as the blind and "worthy" widows and their children.

The establishment of the school for the blind at Jacksonville was a recognized attempt to meet a social need in the way of providing a special means of education for blind people. The passage of a Blind Relief Law in 1903 provided for a stipend of \$150.00 a year to blind persons having annual incomes of less than \$250.00, which was to be administered by county boards and appropriated from county revenue. The grants were to be given in the form of cash to the blind so requiring and in their own homes, thus marking the inauguration of a new type of assistance planning in Illinois.

However, this law failed to receive popularity and since only fifty-one counties had responded by the year 1915¹, the legislature made the law mandatory on

¹Institution Quarterly, March 31, 1916, p. 7.

January 1, 1916. The pension was increased to \$250.00 by 1923, and to \$365.00 in 1927, the State being made liable for one half the cost of the pension in the respective counties in the latter enactment. State grants-in-aid to localities assuming the roles of public assistance to needy persons in their own homes began in this way and appeared in the form of contributions without exercise of supervisory control over the expenditure of the funds. The law stipulated that blind persons might not own property with a value exceeding \$2,500.00, but provided for a maximum stipend of \$465.00 for a single person and \$1,000 for a married couple if the need required.

This law remained in effect until the Blind Assistance Act of 1943 replaced the 1903 Act through a state and federal financial blind program.

The first law providing for "Mothers Pension" was passed in 1911 and was known as "Funds to Parents Law," but was later changed to the name of "Aid to Mothers and Children," thus suggesting a series of adjustments to meet the social conditions involved. In the original law, male children under the age of seventeen and female children under the age of eighteen whose welfare depended upon keeping the home together and who lacked resources, were to receive aid.

The benefits were to be paid from county revenue with the County Judge acting in jurisdiction of the adminis-

tration thereof. In the beginning, the operation of this law was unsatisfactory in most counties.¹ However, in Cook County and in one or two other counties the aspects of this new form of aid as it applied to widowed mothers and children received greater appeal. Revisions adopted in the act of 1913 defined beneficiaries as mothers who were widowed or whose husbands were permanently incapacitated and their children up to the age of fourteen with few exceptions. The mothers were to be citizens and to have established their residence within the county.

The purpose of this act was to provide dependent mothers with the necessary funds to enable them to remain at home and care for the children, rather than to be compelled to absent themselves from their domiciles and earn support money without.

In 1915 the maximum grant was increased from \$50.00 to \$60.00. But because of a lack of centralized supervision or control over Mothers Pension Administration in the various parts of the state, it was concluded on the recommendation of

¹W. Morland Graham, "Mothers' Pension and Their Future in Illinois," *Institution Quarterly*, Sept. 30, 1916, p. 7.

a special committee that the State should, not only provide funds, but also establish control over the program. Unification of administration of all relief programs in each county was also a part of the recommendation. The resulting change removed the maximum family stipulation in 1921 and substituted the plan with a maximum amount per child, which amount was to be determined by the size of the county.

With the increasing interest of Cook County in unification of all welfare and relief activities in the county, a law establishing a Bureau of Public Welfare in all counties with a population of 500,000 or more contrived to make this possible in 1925, and has been maintained to date with little change. One actual county unification of administration was achieved, which included the administration of pauper relief, of blind relief, of court services and of other related activities, with employees of the Bureau appointed under the county civil service.

In 1929 the welfare administration became one of the principle responsibilities of government. State funds were added to county funds with specifications made that the State pay no more than one half of the county expenditures. Thereupon an equalization program was developed by the State Department of Public Welfare for part of the funds and later incorporated into the law. In order to qualify for state funds, the respective counties were required to meet the standards of

administration. An additional 50 per cent matching fund was later granted to the counties by the State, together with the allocated equalization fund.

Because of the lack of sufficient funds to meet the needs of all families eligible for grants in the respective counties, the amounts were so limited in many counties that the purpose of the law could not be achieved. Therefore, Mothers Pensions were never made available in all counties of the State. However, this county-state program remained in effect until it was replaced in 1942 by a state and federal. The care of dependent children was provided for in the Financed Aid to Dependent Children program Act of 1941.

In the winter of 1930 the culmination of conditions which resulted in an overwhelming demand for poor relief, together with the two categorical programs of the blind and of widows, made clear to the administration that the existing structure was inadequate to officiate, either financially or administratively. Private charitable organizations attempted to help solve the issue but found the problem far beyond the ability of private philanthropy to cope.

By November 1931 administrative authorities recognized the fact that the situation was too far out of hand for collection of local funds to suffice and advocated a more widespread system of acquiring funds to meet the tremendous relief crisis that was apparent. Definite measures were taken to meet the exigency, and

early in 1932 state funds became a reality, with federal funds added in July of that year, the latter on a loan basis.

The Civil Works program was inaugurated in the winter of 1933-34. The committee on Economic Security was appointed by the President on June 29, 1934. The Works Progress Administration was inaugurated in 1935 at the expiration of the federal "dole". On August 14, 1935 the Social Security Act was established to provide for social insurance and for grants and aid to states to persons needing permanent care, particularly the aged, the blind, and dependent children. Federal funds for direct relief were withdrawn, leaving the State to again assume the responsibility for financing its own relief program. The structure developed at that time became the foundation for the present relief and assistance program in Illinois. Townships and commission counselors were made responsible for financing and administration of relief with cities and incorporated towns superseding civil townships. Supplementation from state funds were provided. The other assistance programs were to be financed by state and federal funds, but the administration thereof was delegated to the county.

The Illinois Emergency Relief Commission, acting in the authority of the State in 1936, discontinued administering unemployment directly, although the Act which returned the responsibility to the cities and townships, retained the right for it to so do. However, the Bureau was assigned the administrative

function to the present day assistance program for the needy aged, blind and dependent children, to each as they became effective.

CHAPTER I

(Continued)

PUBLIC AID AND WELFARE PROGRAMS

FROM 1931 TO THE PRESENT

In the Fall of 1930 the President appointed the Emergency committee on Unemployment, and the Governor matched this action by appointing the Governor's Commission on Unemployment, which encouraged the formation of local committees to raise funds to prevent untold suffering and privation through the winter, (which would have resulted with the lack of sufficient local relief funds). The tide of unemployment that was rapidly rising had challenged private philanthropic agencies to increase their budgets, and valorous attempts were made to do so, but in many cases the subscriptions of community fund drives could not be met, and by October of 1930 there was conclusive evidence that ordinary agencies of the community and government were inadequate.

The ability of the counties to finance increasing relief needs was limited by the constitutional limitation on the right of the counties tax, and the legislature found it necessary to enact a bill providing therefor. In the spring

of 1931 the "Finn Bills"¹ afforded the answer to the problem and, by their enactment, responsibility was transferred from the county to the township in counties under township organization, with the exception of Cook County. The latter was authorized to launch a two million dollar issue for relief purposes, and Commission counties continued to exercise as much authority in raising relief finances as their constitutions would permit. Townships immediately made a substantial showing in the amount of money that was made available for relief purposes. Every type of financial measure possible was resorted to by the local governmental units, but the spring of 1932 found many of the units heavily in debt.

In February of 1932, the Illinois Emergency Relief Commission was established by the legislature who appropriated twenty million dollars for relief purposes² by the able support of the Governor's Commission on Unemployment and Relief.

The Act creating the commission provided that it consist of seven men appointed by the Governor, who would represent different sections of the State. In October 1932 by House Bill

¹Laws of Illinois 1931, pp. 725-726

²The information in this, and the following five paragraphs is from First Annual Report of the Illinois Emergency Relief Commission.

No. 6, Fourth Special Session, 57th General Assembly to add, exofficio, the Auditor of Public Accounts, the State Treasurer, and the Director of the Department of Finance. Although the Department of Public Welfare had already been created, it is notable that the General Assembly in creating the citizens' commission to meet the state's responsibility for emergency unemployment relief, did not utilize it at this time.

The Act vested the Commission with a wide range of discretion by giving it authority to determine disbursing agencies, whether public or private, determine the criteria of distribution, and set standards of relief and was in effect until March 1, 1933. The First Annual Report to the Commission ascribed its duties as follows: "To provide relief to the residents of the State of Illinois, who by reason of unemployment or otherwise, are destitute and in necessitous circumstances. Such relief shall be provided by distributing funds or supplies and by any other means deemed desirable by the Commission. For the purpose of carrying out the provisions of this Act, the Commission may make use of/and cooperate with counties, townships and any other municipal corporations charged by law with the duty of poor relief one with other local relief agencies."

The Commission created emergency relief committees of local citizens in the counties, allocated funds to these communities, and authorized them in turn to support existing

relief agencies to act in the distribution of the relief. Essentially, in the beginning it adopted a policy of indirect administration. It encouraged the appointed committees to avail themselves of public organizations rather than private, and, accordingly, some county relief committees chose the county board of supervision to distribute relief, while others delegated individual townships.

A companion Act providing for a state-wide property tax of twenty-five million dollars was enacted to meet the twenty million dollar appropriation for relief purposes. Also, authorization for the issuance of tax anticipation notes up to seventy-five per cent of the levy was made. It was specified in the Act that the tax should not be extended and collected if funds could be provided by the sale of relief bonds to repay and retire the notes. In case of the sale of such bonds, repayment was provided therefor from the allotments of the Motor Fuel Tax in the various counties.

By July 1932 a balance of thirty-four thousand dollars remained unallocated from the twenty million dollars appropriation, and an act of the Federal Congress in the same month put Illinois in a position where she was able to secure additional funds on a loan basis. An Emergency Relief Aid Construction Act was passed which provided that a loan of three hundred million dollars be made available to the states through the Reconstruction Finance Corporation. The Governor of Illinois

honored the Illinois Emergency Relief Commission by appointing it to act as agent for the State of Illinois to receive the state's portion of federal funds, and from August 1932 through February 1933 she was able to secure a total of \$38,493.478 in federal funds.

The Commission in its attempt to establish standards of assistance at more or less indefinite amounts, but which would maintain a standard of living that would prevent suffering, resorted to supplies and services as an equitable method. The only instances where cash payments were made were those dealing directly with work relief. Toward the end of the year it seemed advisable to make the County Emergency Relief Committee directly responsible for administration of state funds, and the Commission made the commitment thereto.

The first sales tax legislation was enacted in March 1933 when the funds of the Reconstruction Finance Corporation were near the point of exhaustion. However, the state sales tax was declared unconstitutional, but the State was able to receive another commitment through the Reconstruction Finance Corporation by an act of Congress with the Illinois Emergency Relief Commission, whose life was extended, acting as the agent of distribution. Additional federal funds were made available to the states of the union as a result of the creation of a new relief agency in May 1933 which functioned under the name of the Federal Emergency Relief Administration. While federal

funds were dispensed on through the year until December 1935, there continued periodic crises in the relief situation because of the obstacles met in raising state funds.

Although a new sales tax was established in June 1933, no contribution was made therefrom for relief financing, since a special designation limited these resources for relief purposes only. To meet this exigency a thirty million dollar bond issue was approved which should provide for the financing of relief work until January of 1935. Further relief was made possible through an appropriation to the General Relief Fund and also by an increase in the sales tax of from two to three cents on the dollar, the extra cent raised for the sole purpose of meeting relief emergencies. A three per cent tax was levied on gross receipts of public utilities at this time also as a means of raising revenue.

The Illinois Emergency Relief Commission established county administrative staffs under the direct supervision of the county emergency relief committees, as a result of an ultimatum issued by the Federal Emergency Relief Administration well in the summer of 1933 that relief be administered through public agencies by competent and adequate personnel. The state and federal funds were expended on unemployment and constituted the bulk of relief work -- local funds still available under the Pauper Act being directed to the needy families for other than unemployment compensation.

The Federal Transient Service was established late in 1933 to provide local aid for transients or people not considered as qualifying for aid according to the Pauper Act legislated at the onset of the depression, which vaguely prescribed residence requirements at a period of one year, interpreted as meaning within the State.

The so-called "pauper's oath" was added to the Pauper Act in 1933 in an effort to control misuse of relief funds occurring through frauds which were constantly being committed as a result of the chaotic condition of the State. Section 15A required that a sworn affidavit accompany the application for assistance; provided that penalties be enforced in cases of false statements and intrigues between administrative offices or employees in securing unnecessary relief or supplies, and included a disbarment clause from future relief should a conviction be made for fraudulent practice.

The Civil Works Program which was organized in November 1933 and terminated on July 14, 1934 offers the first example of a work program established for the purpose of supplying work to the unemployed in substitution for relief grants. This project was perpetrated by the President's insistence that relief measures should not be regarded as a federal function, although the crisis of 1933 had forced immediate action in the epochal institution of the Federal Emergency Relief Administration. However, work relief programs were doomed for some diffi-

cult experiences before a more satisfactory format could be envisioned in the 1935 Federal Works Program. While this new "pattern" of relief organization was getting under way, the County Emergency Relief Committees were satisfactorily meeting the demands of unemployment relief, both in terms of persons aided and the cost necessitated in behalf of the cause. But as local funds became exhausted, relief authorities found it difficult to render aid to those destitute persons, not in the category of the unemployed. Finally, the Unemployment Relief Program was extended to meet all types of cases, but its attempt obviously brought to light the financial burden imposed and impossibility of meeting the cost of existing impoverishment or destitution, whether due to unemployment or other causes, without federal or state aid.

As Old Age Assistance Act was passed in Illinois early in 1936 stipulating a maximum grant of \$15.00 per month to persons so qualifying and prevised standards for federal grants-in-aid in the form of the present social security law. Thus the year of 1935 marked the beginning of a federal works program (lasting from April 1935 until December 1942 when war-time industrial schedules absorbed all available manpower -- marking the beginning of an all time high in employment) and gave birth to a "social insurance", inaugurating a system of public assistance of permanent character thus far. The grants-in-aid project designated the aged, the blind and dependent children

as eligible to receive permanent aid; was an enactment by the federal government, and was to be channeled through the states which met federal regulations and specifications.

With the establishment of the federal works program came the termination of the Federal Relief Administration (near the end of 1935) and also relief assistance under the Transient Relief Act in effect since its inception by the Federal Government in 1933.

The Civilian Conservation Corps was inaugurated in 1933 as a directly federal administered program requiring certification of eligibility by the state. Also the National Youth Administration flowered from the scholarship activities of the Federal Emergency Relief Administration, but its existence came to an end with the beginning of the war along with the aforementioned organizations, none of the three being a direct relief program.

While the Surplus Commodities program inaugurated October 4, 1933 and the Rural Rehabilitation Program, now known as the Resettlement program, were federally administered, they were not direct relief programs but were conducted with a constructively progressive aim and still remain in existence.

The Committee on Economic Security appointed by the President on June 29, 1934 made a direct contribution for a federal security program which would advantage persons whose need was not a temporary matter, such as the aged, the blind,

and children orphaned or partially orphaned, by reason of death, incapacitation or continual absence of one or both parents from the home -- who could be maintained in the family home with a parent or dependable relative. This recommendation was in the main incorporated into the Social Security Act of August 14, 1935, a federal measure providing grants-in-aid to states for persons proving eligibility for such assistance. The Committee as a whole took its place in the line of relief administrative powers in order to free the Federal Government from the responsibility of direct relief administration.

During the period of unemployment relief, perhaps the most notable change in policy of administration was when "cost relief" was instituted instead of the previously adopted merchandise system. This was accomplished in 1935 while the Illinois Emergency Relief Commission was still empowered to administer aid through the county emergency relief committees.

Even after most able-bodied persons had been transferred from relief payrolls to federal work activities, sponsored by the Works Progress Administration, the relief records continued to show a substantial number of persons eligible for relief assistance by reason of the old age assistance program. As a result the State was again confronted with a state of depleted federal funds on January 7, 1936. While consideration was being given to a satisfactory future relief program, the General Assembly was forced to make two large appropriations from the General

Revenue Fund to meet relief expenditures.

In February of 1936 an Act was passed which abolished the Illinois Emergency Relief Commission, effective May 1 of the same year, and returned the administrative authority to the counties. Through another act of legislation a law was passed, effective July 1, 1936, which referred the responsibility of relief activities to the township in counties having township organizations. Since Cook County fell into this category, the City of Chicago became the active authority. However, all local agencies found themselves without the aid of State funds as the repeal of the current appropriation had automatically eliminated the State from relief participation and financing. Such radical changes as were transpiring intrastate in such short periods of time -- two months for these latter transmittals -- were regarded as highly impractical and evoked immediate steps to bring about a more satisfactory and stable form of relief organization. The Commission was extended to July 1, 1936 to act in the capacity of an administrative agency and to March 1, 1937 to serve as an allocating and certifying power. Administrative expense and allocations for general relief purposes were provided for by an appropriation of state funds. Also, this final transfer of authority initiated a move on the part of the legislature to strengthen local financial participation through a tax assessment -- required as a qualifying measure for eligibility to state fund allocations. The levy was three mills on each dollar

of assessed property valuation.

The Illinois Old Age Assistance Act underwent two amendments before it was in order to meet the requirements of the Federal Social Security Act -- in January and again in June of 1936. While the first payments were not made until in July 1936.

Under the new law county commissions of public welfare were established, which commissions consisted of three members appointed by the county judge for terms of three years each on a rotating basis. This was done in order to make the county departments more completely local in character and as a direct result of the establishment of county units of administration for the assistance program, although local funds were left intact, and federal and state funds were drawn upon in payment of relief funds.

While powers of supervision were retained by the State, the state department held no direct control over the county commission, which was charged with the full administrative responsibility for the Old Age Assistance Program in the county and without remuneration. Final authority in the expenditure of funds was reserved for the state department. Provisions for investigation and decisions by both the county department and the state department were incorporated bodily into the Act.

The year 1937 was important for a number of reasons, the most important of which was the seventy million dollar

biennial appropriation voted in by the legislature for the first time during its regular sessions — the largest single appropriation ever made in the State up to that time. The Illinois Emergency Relief Commission was extended until 1939. Also the achievement in the method of financing relief support through the Sales Tax was recognizable, and the "pattern" thus established came to be regarded as workable and sound.

However, due to the fact that the state department lacked experience and background in working out a federal-state partnership in administration of emergency relief as the Illinois Emergency Relief Commission had had during the years 1933-1936, several of the mandatory provisions of the Federal Social Security went unfulfilled. As a result, the Social Security Board in 1937 discontinued its contributions from federal funds in behalf of the state's old age assistance program. Prior to this step, the legislature had taken action to abolish the county commissions¹ after the state regarded the administrative relationships established by the Act somewhat dubiously.

¹Laws of Illinois, 1937, app. July 9, 1937.

A provision was made that local control be maintained and that administrative offices be filled through competitive examinations. Lists of five persons qualified for the office were to be submitted by the county boards to the state department, who was to conduct the examinations and certify the resultant list to the county board, and the county board was in turn to appoint a superintendent from the eligible list. In this way the county departments of public welfare became direct subdivisions of the state government with local control restricted to selection of a superintendent from the eligible list.

A recognition of the state department was effected in the same month in which the Social Security Board had withheld funds, and sufficient assurances were provided the board to again permit allocations to proceed therefrom to the State. The federal government, thereupon, assumed the responsibility of reviewing the status of the state to see that it conformed with mandatory requirements, of making contributions to relief funds, and of offering guidance in the development of policy and administration.

In 1938 when the economic conditions brought about another crisis in the relief situation, special appropriations were made to the Illinois Emergency Relief Commission to provide sufficient funds for State and local governments to meet it. The General Assembly amended the Act creating the Commission to give the authority for supervising administrative relief

in local governmental units receiving state or federal funds or aid, at this time.

In 1939 the life of the Illinois Emergency Relief Commission received another two-year extension of time and was vested with authority, effective July 1, to supervise the setting of local assistance standards in units receiving state or federal funds or aid. This provision, requiring participating units to establish definite standards, was the first established in Illinois in the way of assistance standards for general relief administered under the Pauper Act.

The legislature amended the Pauper Act, requiring three years residence in a local unit as a qualification for relief (in 1939) in conformity to a concerted attempt on the part of the local relief authorities to establish more restricted residence barriers. The severity of the restriction evoked widespread criticism as to the constitutionality of the law, and an attack was made on it in the courts, but the Supreme Court rendered a decision on October 15, 1939¹, stating that the legislature was within the bounds of its authority in passing such a law, and that it was neither an arbitrary

¹
Heydenreich v. Lyons 334 Ill. 557.

classification or special legislation.

The Illinois Emergency Relief Commission was renamed the Illinois Public Aid Commission in 1941 and made a permanent state agency. Its life heretofore had been extended by periodic stipulations. The Commission was vested with authority to allocate state funds to local governmental units for aid to the medical indigent -- persons not needing general relief except when ill. Also, the Act provided that "the commission in its discretion may appoint, or require that the relief authority of the local governmental unit appoint, subject to the approval of the commission, an advisory committee of citizens of that unit to survey employment opportunities and report its findings to the commission."

Another amendment in the Pauper Act transferred administrative responsibility to aid the medically indigent from the county to the local governmental units, except for residents of Chicago and Cicero, where the responsibility still rested with the County of Cook. The advantage gained by this transfer was the possibility of a practical program to aid the medically indigent, which could not have been workable otherwise because of the county's inability to finance this program by taxes, in accordance with a previous constitutional limitation. To amend the situation further the Pauper Act reduced the period of residence from three years to six months in the local units but specified a three years state residence. In the process

of the amendment the requirements of listing insurance policies totaling less than \$500.00 was eliminated.

The Aid to Dependent Children Act which was passed in 1941, qualifying Illinois to receive federal matching funds for assistance to certain disadvantaged groups of children in their homes, followed close to the Old Age Assistance Act in its administrative provisions. Responsibility for administration of the former was assigned to the State Department of Public Welfare and the counties' departments of welfare. The first grants to match necessary funds for the "Mothers Pension" were made effective in October 1941, but the program was repealed and rendered ineffective by June 30, 1942.

With concentration being placed on the Aid to Dependent Children Act, the personnel machinery became an important factor, and 1941 marked the creation of county departments in the program, which consisted of a County Advisory Board constituting a judge and two additional members appointed by the county board of supervisors. The principle function of the County Advisory Board was to select county department staff members from eligible registers, which had already been established by the merit system council, a state personnel agency. Thus the nominal position of the local government was transformed into one of greater voice in matters affecting appointments of personnel superintendents.

Other vital adjustments in administrative policy

was to redefine and change the specifications for relief eligibility. The residence period was established at one year. A needy child was regarded as one "who has been deprived of parental support or care by reason of the death, continued absence from the home or physical or mental incapacity of a parent and who is living with his father, mother, grandfather, grandmother, brother, sister, stepfather, stepmother, stepbrother, stepsister, uncle or aunt in a place of residence maintained by one or more of such relatives as their own home."

The grants were limited to \$18.00 for the first child and \$12.00 for each additional child, corresponding with the limits on federal matching, since there was a federal limitation on the amount which could be matched, irregardless of the fact that the State Act imposed on such limitation for total expenditures per child and per family. Children under the age of sixteen were eligible, and a provision was made for those in school under the age of eighteen.

Responsibility for certain safety measures concerned with state penal institutions for adult males was assigned to a newly created department of public safety in 1941, and was regarded as an important change in the State's organization for welfare measures. The Department of Public Welfare had been charged with the responsibility previously.

The public assistance programs were due for another

change in administrative structure when the legislative session of 1945 was confronted with a consolidation of the assistance programs, and an enactment known as the "Consolidation" bills brought this ideal into reality. For the first time in the history of assistance projects, the State responsibilities for such programs were combined into one principal program under one administrative unit. This resulted in closer co-ordination of the administration for the four outdoor assistance programs and made possible a unification of knowledge about the programs, as well as a more practical method for progressive planning. It also provided for more efficiency and economy in administering the assistance programs.

The public assistance function of the Department of Public Welfare, that is, Aid to Dependent Children and Old Age Assistance was transferred to the Commission. County Departments were placed under the direct supervision of the Commission under a new name, that of County Departments of Public Assistance. The same relief provisions outlined in the Pauper Act were retained -- local government units being responsible to and under the supervision of the Commission in cases where state aid was required.

The Blind Assistance Act passed by the General Assembly in 1943 added another responsibility to the Commission, who was assigned the administration thereof. In this Act the State qualified for federal contribution to its programs

for blind assistance, the first grants to be in order by October of 1943. With the repeal of the Act for the Relief of the Blind soon thereafter, local funds were again relieved of the burden.

The Blind Assistance Act was more liberal than the Illinois Old Age Assistance Act, which became known as the Old Age "Pension" in 1943, in that it permitted maximum grants of \$40.00 for needs beside medical care, to be issued without the requirement that available income be deducted; it also provided for grants for medical care in excess of the \$40.00 stipulation, and could be made either to or in behalf of the recipient. The Old Age Pension Act was amended in 1943 to provide for a similar provision for medical care.

While beneficiaries designated under the terms of the first blind act were limited to persons more than eighteen years of age, no age limitation was included in the federal Act. The residence requirement was changed from five years to a period of one year in the new Act.

In an Amendment to the Pauper Act penalties for bringing

paupers into the State were eliminated, and it is also significant that the provision was deleted forbidding relief assistance to anyone convicted of obtaining aid by fraud directly or through falsification of the affidavit required with the filing of the application for assistance.

County expenditures for "dependent, neglected, and delinquent children" under the court's jurisdiction were provided for by a matching fund from the State voted in for the first time in the 1943 session of the legislature. Such distributions are made by the Auditor of Public Accounts, and the activity as a whole is entirely separate from the public assistance program.

In the 1945 session of the General Assembly thirty-five public aid bills were passed and approved by the Governor.

Another amendment to the Pauper Act in the 1945-1947 period placed state residence requirements at one year, instead of three years, and removed the impractical 10 per cent limitation on administrative expenses. A new provision was made for substituting administrative budgets with the Commission in charge. A tax levy of one mill was to be the source of revenue for local units to qualify for state funds.

The maximum grant for Old Age Pension for needs other than medical care was increased from \$40.00 to \$45.00 with a proviso for a further increase to \$50.00 providing "equal federal matching" funds became available, but the maximum for

Blind Assistance remained unchanged from the earlier \$40.00 stipulation. Deductions were no longer made from maximum stipulations in Old Age Pension compensations and a uniform residence requirement of one year applied to the Aid to Dependent Children, Blind Assistance and Old Age Pension programs without exception. A needy child living with "any relative approved by the Commission" became eligible for assistance under the Aid to Dependent Children Act.

CHAPTER II

STANDARDS OF ASSISTANCE

OLD AGE PENSION

AID TO DEPENDENT CHILDREN

BLIND ASSISTANCE

Introduction

The Old Age Pension, Aid to Dependent Children, and Blind Assistance Acts of the State of Illinois specify that eligibility for public aid and the amount granted therefor shall be based on the particular need of the respective persons. Need in a general sense may be defined as the condition existing because of lack of resources necessary to maintain a minimum standard of living.

The Commission uses the budgetary method for determining the individual's initial eligibility; to show the basis for the amount of funds to be set aside for a given individual or family, and also as a comparative basis for similar cases. The computation is based upon the recognition that living conditions compatible with acceptable health and moral standards are the right of every citizen. These are regarded as basic maintenance items, but the special needs of the recipient or applicant are given additional consideration in establishing the amount of the specific grant. Differences regarding the particular needs of an individual may be based on the fact of

whether he is blind, physically incapacitated or ill, employed or otherwise. The standard budget is based upon items uniformly recognized as essential and the allowance which is to be provided therefor. The family's available resources deducted from the cost of the essential requirements govern the amount of the assistance grant.

The standard budget also provides a statistical index to the amount of assistance expenditure in each case, and serves as an informative guide in assisting grantees in the discreet expenditure of the money provided for assistance.

Money Payments

The term "money payments" is used synonymously with the word, "cash", "check", or "warrant", immediately redeemable at par -- with no restriction imposed upon the individual recipient in the use of the funds.

The interpretation of the term is based upon the theory of rights of the individual citizen in the discharge of his personal obligations and the unrestricted use of the assistance granted, in the manner which will most satisfactorily fit his problems and needs.

The Old Age Pension, Blind Assistance and Aid to Dependent Children Acts all use the term, "assistance", or "aid", but benefits provided in the Acts are discharged in the form of money payments, either directly to the eligible

or to their conservators. Specifically it includes the aged, blind individuals or dependent children qualifying for eligibility. Thus the Illinois Public Aid Commission, administrative authority of grants-in-aid, issues money payments in relief assistance, either directly or to the source of care in certain specified circumstances in the form of cash, checks or redeemable warrants in full cognizance of the synonymous usage of the term.

The Commission's standard budget system and procedures associated therewith in evaluating requirements and resources, is used in determining the extent of need and the amount of the assistance grant. The county department is charged with the obligation of determining the assistance grant, but the individual recipient exercises and enjoys the right and freedom to expend the money thus provided. The assistance payment is not restricted to any specified list of items, but is made in accordance with current standards, both as to amount and eligibility.

The laws delegating the administrative authority to the county department in relief assistance specify that it is essential to verify such expenses as those for shelter as paid, but states specifically that the county department shall avoid becoming involved in any relationship between recipient and vender which would involve it in collection of other activities in the nature of directing the use of assistance funds.

Standard Budget Items

Basic Items: Food, shelter, fuel for heating and cooking and for light, household supplies and equipment, clothing, personal care items, medicine chest supplies, recreation and education are all classified as basic necessities in the maintenance of a minimum standard of living compatible with health and decency. Recognition of these items must be provided for in each assistance plan, either by an allowance for the item in question, or recognition that it has been provided for in some other way, according to procedures outlined in assistance standards. Adjustments are made to meet price changes in the cost of living items in accordance with a provision of the Old Age Pension Act. These adjustments are made as a result of periodic price surveys to ascertain the status of living costs.

Food: Food requirements are arrived at by a standard set up by the National Research Council (July 1941) wherein vitamins, minerals and other factors entering into a balanced ration that will promote the health and well-being of both adults and growing children serve as criteria in requirement assistance in the largest single item of expense. The Council is composed of distinguished authorities who compiled vital information from reliable data concerning food and food values and drew up a list of those foods providing the proper nutrition for both adults and children, and the amounts agreed upon as necessary in each case. The Division of Human and Animal

Nutrition of the United States Department of Agriculture translated these food requirements into diets, and designed them to meet various cost levels. One of the cost levels is called the Low-Cost Adequate Diet. This Diet serves as the standard for the Commission in its estimates of food allowances. The term low cost does not necessarily refer to the cheapest foods on the market, but rather to those foods which will provide the most nourishment for the least money. Milk comes under the low-cost classification. However, it is pointed out that steak in contrast to chuck roast is an expensive food because the food value of the two cuts of meat are equal, while the cost of steak is more.

The foods designated in the grocery lists compiled by the Council (see Table I Appendix) are those furnishing the vitamins, minerals, and muscle building energy necessary to the repair and nourishment of the body. Computed amounts are also included therein. The foods listed include fruits, vegetables, and groceries that are available almost any time of the year in almost any type of store, either one or all of which may be regarded as staple items. An attempt was made to incorporate consumer buying practices, as well as the likes and dislikes of individuals in their food choices. In order to simplify the shopping chore, groupings are made in foods of the same value (food), such as bottled milk and evaporated milk; carrots and spinach; and tomatoes, oranges, and grapefruit, beside many

other items of food on the same price level or less. Attention is called to substitutions of canned fruits and vegetables instead of fresh, of processed meats for fresh meat or seasonal fruits in the place of summertime fruits.

The food allowances computed to provide the food standard designed or outlined by the Council at current prices for various age and activity groups are supplied herewith. Provision is made for people compelled to eat in restaurants or rooming houses because of lack of facilities to prepare their own meals, or incapacitation (Table II Appendix).

Moderate-Cost and Liberal-Cost food standards were also established by the Division of Human and Animal Nutrition of the United States Department of Agriculture and compare closely to the food value computations in the Low-Cost Adequate standard used by the Illinois Public Aid Commission. The more costly standards include a greater variety of foods, some of which are more expensive, and are limited, of course, to the families who can afford them.

Clothing: The standard clothing budget has been designed with a view to replacements of garments regarded as a minimum necessity for the well-being of the individual's health and to provide for protection and social participation. Lists of clothing items intended for various age and activity groups with computed length of durability are shown in Table III, Appendix. Market surveys are made on these items each spring

and fall on the basis of predetermined specifications, such as sanforized (pre-shrunk) and color-fast washable cotton garments.

The clothing allowance is granted as a regular monthly allowance, which enables the recipient to anticipate plans for replacements, repairs (in the case of shoes) or outright purchases when needed (see Table IV Appendix).

Household Supplies and Equipment: The cost of toilet soap, laundry supplies, cleaning equipment, the replacement of household linens, the replacement of cooking utensils and dishes, and any other small items used in the maintenance of a home, serve as a basis for computing an assistance allowance in the household supply and equipment category (see Table V Appendix).

Personal Care: The allowance for personal care, as the term designates, covers such items as are necessary for the individual requirements in maintaining a suitable personal appearance. These items include personal service in the care of the hair, supplies for shaving and prophylaxis of the teeth, and other items of personal use such as cosmetics, spot remover, and mending and sanitary supplies (see Table VI Appendix).

Medicine Chest Needs: First-aid supplies and remedies recommended for minor illnesses in the home constitute this list, and the allowance is restricted thereto (see Table VII Appendix). Medicines and drugs prescribed by physicians are not included in this group of items, and no computation is made therefore.

Recreation and Education: A limited amount of reading material and occasional movies, contributions to the church, candy, toys, or pencils and paper for school children constitute the recreational and educational allowance necessities or requirements (see Table VIII Appendix).

Shelter: Rent is reckoned with in the amount paid, but individuals or families are expected to limit this factor to housing accommodations of modest rent levels and in line with community standards. In the case of home owners with property where charges are involved, an allowance is made to take the place of the rent item.

Fuel for Heating and Cooking, Electricity and Refrigeration: Quantity guides have been set up to serve as a basis for computing a reasonable cost of any one or all of the items concerned with fuel for heating and cooking, electricity or refrigeration, and assistance allowances are provided with a reasonable cost stipulation. The guide for heating fuel is based upon the number of rooms to be heated, while the number in the family set the standard of computation in the case of cooking fuel, ice and electricity.

Additional Allowances for Blind Persons: The peculiar character of this type of assistance demands provision for food for seeing-eye dogs, additional allowances for dry cleaning, mending, and shoe repairs, and shopping and guide services, in addition to the basic requirements for the maintenance of a

standard of health and well-being. Price surveys are made in order to determine what the allowance shall be for these specific needs (see Table IX Appendix). Repairs for radios, typewriters, and braille writers are met on an as-paid basis.

Additional Allowances for Employed Persons: The cost of transportation is allowed as paid in the case of employed persons. Additional allowances are made for lunches, clothing, personal care, recreation and education, and savings up to 10 per cent of net income, but union dues, income taxes and social security taxes are deductible from the gross income.

Items of Special Need: In addition to the basic requirements considered in the allowance standards for the majority of applicants or recipients, provision has been made to allow or to meet such expenses as the replacement of stoves, and essential furniture, burial, moving, telephone, laundry, transportation to school, and special school equipment.

Medical Care: Medical care covers physicians' and dentists' services, hospital care, and nursing care in the home, and the computations are arrived at according to established quantity and cost standards in the respective locations.

The Assistance Grant

By using the Standard Budget as the guide for determining the assistance grant, allowances are made for the basic items on the same level of computation from month to month,

even though the particular needs of the respective individual or family may vary in the types and quantities of the items covered. Therefore, the responsibility of meeting the specific obligations (in the case of families) as they vary demands ingenuity on the part of the one managing the expenditure of the assistance funds in the same way that would be required in the handling of pay checks. According to records, assistance families are reported as seldom spending exactly according to the Standard Budget allowances. Certain fixed items as shelter and utilities are met according to a regular fixed pricing schedule, but the nature of the other basic requirements permit slightly more freedom as to the manner and time of satisfying these needs. In the case of an Aid to Dependent Children mother, buying opportunities may permit her to provide clothing and school supplies in a quantity to last throughout the school year and thus leave more money from her assistance grant to meet unusual heating expenses, or increase in other lines of basic items should fluctuations in price occur between surveys in the market. Another factor which may control the expenditure of the assistance is in the case of fixed habits. Old people who prefer to spend more money for tobacco or church contributions than the recreation and education allowance designates, find it necessary to make some other adjustment in their living budget. They may be forced to limit their food expenditures, or decide to cut

their clothing allotment.

The Old Age Pension Act provides for a maximum grant of \$50.00 a month for those needs other than medical, and a special act of legislation has increased the grant to a maximum of \$75.00 to include medical care. In certain limited instances the payments may be authorized to exceed the \$75.00 payment.

Both the legal and administrative maximum for Blind Assistance grants are on an equal par with those of the Old Age Pension, but no legal administrative maximum has been set for Aid to Dependent Children grants. Provisions for medical care in the latter category are limited to \$25.00 within any one month, but where the need demands approval may be obtained from the Commission.

Assistance payments are established by a thorough study of an individual or family budget, listing particular requirements and available resources over a definite period of time. The helpful participation of the individual or family in question will enable the reviewer to arrive at a more individualized standard budget. Each budget must show careful consideration in regard to the social and economic aspects of living and must conform to the standards established by the Illinois Public Aid Commission.

When additional needs arise, an effort should be made to provide therefor according to the type of service or

assistance to which eligibility has already determined. Due regard should be given to legal aspects of the structure, the particular problems of the person or persons in question and the regulations of the Commission. Whether in the case of reviewing an assistance budget for the sake of adjustment or consideration to meet a special need in addition to the basic requirements, a family or individual should be fully informed as to the methods and purpose involved so that they may offer the type of cooperation and participation needed by the Commission to determine an amount of assistance commensurate with the need.

CHAPTER III

STANDARDS OF ASSISTANCE

CITY OF CHICAGO,

DEPARTMENT OF WELFARE

General

An act of legislation in 1941 terminated the existence of the Illinois Emergency Relief Commission and caused to be created the Illinois Public Aid Commission to officiate in relief work. It was the responsibility of the State to approve the standards adopted by the local units -- regarded as a somewhat heavy commitment. As subsequent amendments were made the authority of the Illinois Public Aid Commission was increased and it became the duty of that agency to approve standards requested by the local units and to "require that relief be granted according to a uniform budget standard within each local government unit and to supervise the setting up of these standards and their improvement so that excessive relief grants may be reduced."¹

¹Ill. Rev. Statutes, 1947. p. 365.

The assistance program now in effect in Chicago for relief purposes dates its existence back to July 1936 when the city became aware of the needs of many of its residents. The city's responsibility for granting general assistance finds its beginning in the State Statute known as the Pauper Law.

The obligations of the Department of Welfare are limited to the "poor and indigent" a generally recognized statute term. The chief responsibility of the Department is to determine eligibility for assistance in accordance with State Law standards and City Code provisions, and to set up the machinery necessary for determining the amount necessary and issuing the grant.

By making a graphic comparison of the assistance budget of 1936 and the one in effect at the present time, it can be seen that Chicago's recognition of current circumstances and its attempt to eliminate abject poverty by practical measures have been nothing short of commendable. The grant made in 1936 was only large enough to meet the basic minimum needs, and was not regarded the leastwise adequate. However, improvements along the lines of administration and methods of raising budget finances have placed the Department of Welfare in the position of not only being able to meet adequately basic needs of recipients, but to give consideration to individual needs also. In other words, individualization has been one of the

achievements of the assistance budget sponsors.

A resume of the provisions contained in the assistance budget and provided by the agency show the following varied items and services, all of course on the basis of need: Food, shelter, cooking fuel, light, refrigeration, household incidentals, personal allowances, heating fuel, medical care, (physician's and clinic services, dental and hospital care), drugs, medical appliances, necessary service, convalescent and chronic care, therapeutic diets; transportation for school, work and clinic; household furnishings, including furniture, stoves and stove repairs, insurance premiums; funds for the working member and also adequate grants to the working member and working head; homemaker's service; laundry; moving expense; burials. In addition to these items listed in the request for assistance, available surplus foods are also distributed.

A financial crisis at the outset of the assistance activities by the City of Chicago temporarily crippled its program and compelled emergency measures to be established. All district offices were closed and staffs suspended, but the city over came this by immediately recruiting a volunteer staff who made provisions for each active case to receive one-half the month's food allowance with Federal Surplus Food tickets beside. After two month's time adequate funds for assistance work became available and the district

offices were reopened.

Financial problems continually confronted the Welfare Department and prevented the full functioning of its program and in May 1938, shortage of funds again tightened operations, almost to the point of suspension. Available funds only permitted assistance for about 65 per cent of the items budgeted in the years 1938 - 1942. While food usually received the full 100 per cent designated, and possibly fuel for cooking and medical care, the rent item was sometimes met with only 50 per cent assistance.

As the availability of funds became assured, budgeted items were met 100 per cent, and previously formulated plans for adequate care were put into effect. Budgets were revised so as to meet the increasing costs of living. Household incidentals and necessities were met with assistance grants, as well as items concerned with personal care, recreation, education and medicine chest supplies.

Further increases in the cost of food necessitated a 15 per cent increase in the food allowance item in July 1946. The general trend of thinking in terms of relief and distress activities to be the admission of the fact that "the poor are always with us."

The Department of Welfare holds a commendable record in its intensive efforts and achievements in working coordinate-ly with the federal government on various work programs which

provided opportunities for the employables. As a matter of fact, it was the sole certifying agent for assignment to the Works Progress Administration, -- the assignment either reduced the amount of assistance necessary to the recipient or substituted the need entirely. It has been bolstered through the twelve years of its existence by a number of federal works programs. By keeping a close scrutiny on its list of recipients the Department has been able to eliminate assistance grants where opportunities provided employment. Where no employment opportunities were available the employables not assigned on a federal project, such as the Works Progress Administration, were utilized in the Department's work relief program.

The working philosophy of the Department of Welfare is that public assistance must serve needy individuals in such a way as to conserve and develop human resources, create opportunities for self-development and contribute to the general welfare of the individual, the family and the community. Wherever possible, increasing food allowances to the amount of 55 per cent have been made available to recipients in the form of government surplus stock. These distributions were made in addition to the allowances made for the other basic and personal requirements, thus supporting the Department's philosophy by a further attempt to alleviate strain and possible stress.

The Department of Welfare is responsible for the

well-being of poor and indigent residents of Chicago who are entirely without support. The care assumed must conform with provisions and restrictions in the regulations prescribed by the City Council and the State of Illinois. Assistance is provided in the form of checks, disbursement orders, authorization for dental and medical care and other services, by distribution of commodities and by other means. Monthly grants from the State of Illinois and annual appropriations made by the City of Chicago provide assistance funds for assistance relief.

The Department of Welfare is responsible for the investigation of all applications for assistance in order to determine the true and exact status of the applicant and the basis upon which he declares his eligibility. Also, it is charged with the decision of how much the grant shall be. It must investigate the financial status of relatives to determine their ability to give support to the applicants and recipients, as well as evaluate, verify and disclose the resources of recipients. In addition, the Department is charged with the responsibility of supervising and aiding recipients in obtaining private and other public benefits for which they are qualified; for cooperating in the operation of local work programs; for developing programs for re-employment and for rehabilitation, and for maintaining records of its activities as prescribed by law.

Budgets

The assistance plan constitutes the issuing allowance computed in each individual case in terms of units, that is, dollars, pounds, and quarts. Items of need, not included in the budget are regarded as part of the Assistance Plan and are expressed in the units granted. The retail cash value of the items is used in the test for eligibility.

Granting Basis

Quality and quantity standards comprise the Standard Budget, and price surveys are made periodically in order to maintain normal allowance schedules. Quality and quantity standards are changed only when previous standards are no longer in equilibrium with the economic world. Allowances are changed when reapraisals indicate the need for revisions in the standards. In all cases the budgetary or non-budgetary allowances are passed upon or granted on a need basis in accordance with standards established by the Department of Welfare and approved by the Illinois Public Aid Commission.

Recurring Allowances

Assistance Plan allowances for items budgeted provide for basic family needs as the need occurs, for instance on a month to month basis for every month in the year, according to the item, or periodically in the case of seasonal requirements. They also vary whenever changes are made in the standards of

assistance.

Non-Recurring Allowances

Approvals are made individually and as the need arises in the case of non-recurring family expenses. These cover medical care, clothing or various household articles, and are thus identified by their irregularity of occurrence.

Deductions From Income

Expense for roomers or certain other types of expense are not included in the allowance grant, but are allowable as deductions from income reports.

Forms of Grants

Assistance is granted in the form of "cash" checks, currency, disbursement orders or authorizations in kind.

Cash Plan

The "cash" check plan represents a cash check and tickets for milk, ice, and coal and orders for clothing in kind from stock. Currency is provided only in cases of emergency where the situations do not permit the time to prepare the check.

Tickets

Tickets are used for milk, coal, coke, and ice needs and are issued to the recipients to cover those items in this manner. The purpose for using them is to take

advantage of contract prices and sources of supplies.

Disbursing Order Plan

The disbursing order plan is resorted to in special situations, such as duplicate assistance and lost or stolen cash, or in any immediate need where currency is not considered practical. Also it is specified when the recipient is unqualified to manage or handle cash.

Assistance in Kind

Assistance in kind is provided for clothing and certain items of household necessity when such items are stocked by the Department Welfare. This type of need or grant is issued directly to the beneficiary.

Surplus Commodities

Surplus Commodities are provided when available and are intended for all members of an A.D.C. family sharing expenses with a C.W.D. family.

CHAPTER IV

STANDARDS OF ASSISTANCE

THREE SELECTED TOWNSHIPS

OAK PARK

BREMEN

THORNTON

General.

In 1818 Illinois petitioned for statehood on the basis of its present boundaries; and was admitted to the Union as the twenty-first state, on December 3, 1818. The population at that time was 45,000. Cook County was established in 1831.

While the first settlers in southern Illinois came almost entirely from the South, and brought with them the tradition of the county as the unit of local government, the newcomers to the northern portion of the state were mainly from New England and New York where the township was the local governing unit. The Constitution of 1849 required the General Assembly to provide for a township organization whenever a majority of voters of a county at a general election should so determine: 85 of 102 Illinois counties adopted that form of government.

Illinois also elected to use the survey system of township division and boundaries, providing for six-mile squares. Many civil townships, as they developed, exchanged areas for their own convenience and by mutual consent, and do not conform to the original pattern. Townships vary widely in size with an

average of 35.3 square miles.

Township Government - How It Operates.

Every year, by law on the first Tuesday in April, the citizens hold their Town Meeting, the only governmental unit in which citizens can vote directly on matters of government, rather than through their elected representatives. The chief business is to adopt a budget and determine the tax levy.

In Township government under the Illinois system, township officials are elected in the same manner as officials of other governmental units. Elected officials serve for four years. All Illinois town units are incorporated as a local government unit, with power to sue and be sued, to levy taxes and to borrow money.

A continuing major responsibility of the township government is the care of needy persons and families. The Township Supervisor is Treasurer of the General Town Fund, and ex-officio overseer of the poor. He accounts to the Town Board of Auditors for all moneys received and disbursed by him in these official capacities.

As overseer of the poor, the supervisor is responsible for the care of poor and indigent persons; that is persons who lack sufficient resources of their own or within the family group, and provided they satisfy legal requirements of six months residence in the township and as uninterrupted year in the state. Temporary financial aid may be given non-residents pending their return to their place of residence, in most instances not more than thirty days.

The township, in recognition of each village's interest in welfare in its own community, has an Advisory Council made up of village representatives appointed by village governments. This Council assists in determining policies and in planning programs affecting public welfare.

Townships have three possible sources of funds to be used for relief purposes: First money transferred from the General Town Fund to the Relief Fund; second, revenue from a poor relief levy up to one and one half mills, as provided by statute; and third, state funds for local relief to be allocated to the township by the Illinois Public Aid Commission, should revenue from a mill tax, the minimum rate necessary to qualify for an allocation of state relief funds, prove insufficient.

Under Illinois law, provision has been made for use of state funds matched by federal funds to give assistance in the form of pensions to the blind and the aged; and in the form of relief to mothers with dependent children, computed according to the budgetary need by item, age, and sex of each member of the family group. Applications for assistance under these programs are taken from residents of the townships by the Cook County Bureau of Public Welfare. Because the State Public Assistance Programs are not prepared to meet emergency needs during the period of investigating eligibility the township has been called upon to deal with such cases during the interim.

Outside the categories Old Age Pension, Blind Assistance

and Aid to Dependent Children the problem of relief giving continues as a responsibility of the local township relief administration. State supervision and control through the Illinois Public Aid Commission is given only when the local township administrator seeks state funds for local relief purposes. However, the general policies and standards for relief giving, as set up by the Illinois Public Aid Commission, are adhered to insofar as they can be applied to the problem.

CHAPTER V

ANALYSES OF EXHIBITS SHOWING DIFFERENCES OF ASSISTANCE GRANTS UNDER DIFFERENT ADMINISTRATIVE UNITS

The standards used by Oak Park, Bremen and Thornton townships have been taken for exhibit purposes in comparing various standards of assistance. Oak Park does not need state funds but submits its standards of assistance to the Illinois Public Aid Commission for comparative purposes. This is done so that in the event it should be necessary for them to seek state funds the standards of assistance will not be too far out of line and thereby work a hardship on recipients in the event of reduction in amounts. The present standard used by Oak Park is not approved by the Commission. The standards of assistance used by Bremen Township are approved by the Commission and are considered to be low. The standards of assistance used by Thornton Township are approved by the Commission and are used to illustrate standards considered medium.

Five exhibits have been outlined as follows:

Exhibit I - Showing a monthly assistance grant for an Aid to Dependent Children Family, a similar family under General Assistance and the same family receiving assistance from three selected townships.

Exhibit II - If the oldest child becomes ineligible because age and is employed at a net income of \$100 per month, he would meet

his own expense and make a net contribution of \$14 per month toward the needs of the rest of the family, in addition to his individual allowance and his share of shelter and other family expenses in the assistance plan shown in Exhibit I.

Exhibit III - Showing a monthly assistance grant of an Old Age Pension couple who are able to maintain their own home. Showing a monthly assistance grant of a similar situation under general assistance. Showing a monthly assistance grant of a similar situation under certain townships.

Exhibit IV - Showing a monthly assistance grant as computed under Exhibit III if the husband died indicating how the wife's grant would be computed.

Exhibit V - The maximum of \$50.00 per month works a hardship on many recipients of Blind Assistance. Persons who live alone have the most difficulty. Showing a typical assistance plan for a blind woman. Showing a typical assistance plan for a woman receiving general assistance. Showing a typical assistance plan under the townships.

Exhibit I shows that the largest single item of allowance is food, which compares fairly close in the case of the family receiving care under the Aid to Dependent Children program to a similar family in the General Assistance category, the total amount for the family being \$92.90 and \$96.65 respectively. For the same number of persons under the Oak Park standard the food allowance totals \$108.55 as compared with \$68.35 in Bremen township and \$85.70 in Thornton township, the latter two being reckoned on a family basis only, with a difference of \$40.00 between Oak Park

and Bremen, the two extremes. There is only a difference of \$3.75 between the two categories, Aid to Dependent Children and General Assistance, but a difference of \$24.55 exists between the Aid to Dependent Children category and the Bremen township computation, and a difference of \$28.30 between the latter and the General Assistance allowance.

By a study of Exhibit I it can be seen that the allowance for clothing differs from \$5.85 under General Assistance to a low of \$2.00 in Bremen Township in the case of the mother of a hypothetical family of five -- with Oak Park granting \$3.00 and Thornton township, \$3.55. Also, it is noted that for children in the age ranges of eight, nine and ten years the amount for clothing remains exactly the same in all the systems, that is, Aid to Dependent Children, General Assistance, and the three selected township units with the respective figures at \$4.80, \$5.70, \$3.00, \$2.00 and \$3.55, Bremen being always the lowest in the case of the townships, and Oak Park next to lowest in this particular case. While exception is made for a boy of seventeen years of age in the Aid to Dependent Children computation and also under General Assistance with the respective figures of \$6.55 and \$7.30, the townships make no difference in ages of children or the mother.

In the miscellaneous category which covers personal care, household supplies and equipment, recreation and education and medicine chest needs the Aid to Dependent Children

standard specifies an amount of \$3.65 in the case of the mother, \$3.45 for the seventeen year old boy and \$2.45 each for each of the other children as described above. General Assistance included dry cleaning in the miscellaneous item and establishes allowances of \$4.00 for the mother, \$3.85 for the seventeen year old and \$2.35 for each of the other three, the latter totaling \$14.90 as compared with \$14.45 under the Aid to Dependent Children program. Oak Park budgeted items contained in the miscellaneous list of \$15.93 for the family as a whole. Bremen allowed only \$2.50 for the mother and nothing for the children. Thornton established a maximum of \$3.45 for the mother and \$1.75 for each of the four children, or a total of \$10.45, with a difference of \$4.45 as compared with \$14.90 under the General Assistance program and a difference of \$4.00 as compared with the Aid to Dependent Children program of computation.

Rent shows a difference of \$20.00 in both Bremen and Thornton townships as compared with Oak Park township, \$12.30 as compared with the General Assistance program (not including heat) and \$14.87 in the Aid to Dependent Children listing, with both Bremen and Thornton on a par in the low extreme. In the fuel cooking item the Aid to Dependent Children and General Assistance programs included this in the rent, but Oak Park, Bremen and Thornton townships allowed \$2.64, \$2.00 and \$2.50 respectively. The two latter mentioned townships omitted an allowance for ice, while General Assistance made an allowance

of \$2.04 on a twelve month basis, Aid to Dependent Children allowed \$1.45 and Oak Park township, \$3.25. With light, a variation of \$1.67 exists, \$3.17 being established for Oak Park as against \$1.50 for Bremen. Thornton in this case allowed \$2.50 as against \$2.60 allowed by Aid to Dependent Children and \$1.75 in General Assistance. Fuel heat is computed at \$9.05 in Aid to Dependent Children, \$7.90 in General Assistance (again a difference of \$1.15) and \$7.26 in Bremen township, with no designation for either of the other two townships. No water allowance is made under Aid to Dependent Children or General Assistance, or in the Oak Park township, but a maximum grant of \$1.50 and \$1.60 is allowed for Bremen and Thornton respectively. The total allowances established for the five different administrative units are \$186.57 (under Aid to Dependent Children), \$190.79 (under General Assistance), \$193.54 in Oak Park, \$118.11 in Bremen and \$145.50 in Thornton with a difference of \$75.43 between the two extremes, Bremen and Oak Park, a difference of \$68.89 between Bremen and the Aid to Dependent Children count, a difference of \$41.07 between Thornton (considered as medium for comparative purpose) and the Aid to Dependent Children standard, and a difference of \$4.22 between Aid to Dependent Children and General Assistance. In the latter two groups medical needs, transportation and laundry expenses are met as needed, as well as household furnishings, but the townships omitted comment in these classifications.

In Exhibit II extra allowances for a working child amount to \$5.85 under the Aid to Dependent Children program as compared with \$1.50 under General Assistance, or a difference of \$4.35 for clothing. For personal care the range of difference amounts to \$11.94, the low being under Aid to Dependent Children. Education and recreation is omitted from the General Assistance program while Aid to Dependent Children allows \$10.15. Lunch in both listings is exactly the same, and transportation is approximately the same, there being only one cent difference. The savings item of \$10.00 is also omitted from the General Assistance program. The total amount allowed under the two programs show a difference of \$12.55 and decreases the grant by \$57.60 under Aid to Dependent Children and by \$70.15 under General Assistance. In the case of Oak Park, Bremen and Thornton townships, forty per cent of the child's earnings are budgeted and the computations are made accordingly from the total allowances established according to Exhibit I - the wage being based on a net earning of \$100 per month.

In Exhibit III, Old Age Pension allows \$22.90 for food for a man, General Assistance, \$22.93 and the three townships, Oak Park, Bremen and Thornton, respectively, \$23.20, \$23.60 and \$38.70 (for the couple in the two latter cases). The allowance for the woman on the same item by Old Age Pension was \$19.90, \$20.30 under General Assistance and \$19.70 in Oak Park township. This computation shows a total of \$42.80 allowed by Old Age Pension

as compared with \$43.23 under General Assistance and \$42.90 in Oak Park township. The two extremes here show a difference of \$21.63 (Bremen and General Assistance) while Thornton in its method of computation presents only a difference of \$6.53. Clothing is computed at \$4.95 for the man alone under Old Age Pension and at \$4.00 for the couple in Bremen, while Oak Park makes an allowance of \$3.00 each, or a total of \$6.00 as compared with \$7.10 in Thornton and \$10.45 under General Assistance. Miscellaneous items show \$7.25 for the two under Old Age Pension as compared with \$7.00 under General Assistance, \$9.26 in Oak Park township, \$6.90 in Thornton and nothing in Bremen. Rent for both under Old Age Pension shows \$20.00 as compared with \$27.50 under General Assistance, \$30.00 in Oak Park, \$15.00 in Bremen and \$25.00 in Thornton, the important difference being in Bremen and General Assistance methods, or an amount of \$12.50. No fuel allowance is made in the townships and the amount is approximately the same under the two major grants. The gas stipulation is lowest in Bremen township and highest in Oak Park, a difference of \$1.90 existing. The two major systems are the same respectively in this listing. Water, laundry and household supplies are eliminated from the Oak Park standard, as well as Thornton. Laundry is omitted from Bremen, but each of the other two items are listed at \$1.00 each for the couple as compared with \$2.50 for laundry under General Assistance and Old Age Pension. Gas, light and ice for the couple under Old Age Pension are listed respectively at

\$1.35, \$1.30 and \$1.45 compared with the General Assistance standard of \$1.35, \$1.25 and \$2.04 respectively. Oak Park shows light at \$3.51 (a difference of \$2.51 made for the man); \$1.00 for the couple is allowed in Bremen and \$2.50 in Thornton. The total monthly grant for the couple under Old Age Pension is \$94.30 as compared with \$103.24 under General Assistance, \$97.45 under the Oak Park township system, \$56.60 in Bremen and \$82.70 in Thornton. Again a difference of \$11.60 exists between the Old Age Pension grant and \$20.54 the medium township level (Thornton) and General Assistance.

In the case of the death of the husband, Old Age Pension grants would be increased to \$30.70 as compared with \$32.00 under General Assistance, \$31.96 in Oak Park, \$18.00 in Bremen and \$20.95 in Thornton, or a difference of \$11.05 in the medium township level and General Assistance and a difference of only \$1.30 between Old Age Pension and General Assistance, as indicated by Exhibit IV. Shelter would be computed on practically the same basis in Old Age Pension and Oak Park would be less under General Assistance and Bremen. In Thornton the figure is just half as much, indicating a complete adjustment in living quarters. Fuel remains the same under Old Age Pension but is computed for just one person under General Assistance on the same basis as in Exhibit III. The minor items show only slight variation in the two Exhibits, and clothing seems to have been eliminated almost altogether. The total amount of the computation under Old Age Pension is \$64.00 and the grant is

\$50.00; under General Assistance the total is \$62.48 and the grant is made for the same amount; and in the three townships selected the grants are made to correspond approximately to the allowance computed.

Exhibit V shows how the maximum of \$50.00 per month works a hardship on many recipients of Blind Assistance. Persons who live alone have the most difficulty. According to law, a person eligible for Blind Assistance is not eligible for General Assistance and the figures used for the General Assistance plan and the townships are for illustrative purposes only.

EXHIBIT I

SHOWING A MONTHLY ASSISTANCE GRANT FOR AN AID TO DEPENDENT
CHILDREN FAMILY A SIMILAR FAMILY UNDER GENERAL ASSISTANCE AND
THE SAME FAMILY RECEIVING ASSISTANCE FROM THREE SELECTED TOWNSHIPS

		A.D.C.	General Assistance	Oak Park	Townships Bremen	Thornton
Mother	Food	19.45	18.45	19.70	68.35 ^{a)}	85.70
	Clothing	5.30	5.85	3.00	2.00	3.55
	Misc'l ^{b)}	3.65	4.00 ^{c)}	15.93 ^{d)}	2.50	3.45
Boy 17	Food	22.60	26.45	29.25	-	-
	Clothing	6.55	7.30	3.00	2.00	3.55
	Misc'l	3.45	3.85	-	-	1.75
Boy 10	Food	16.95	19.15	22.30	-	-
	Clothing	4.80	5.70	3.00	2.00	3.55
	Misc'l	2.45	2.35	-	-	1.75
Boy 9	Food	16.95	16.30	18.65	-	-
	Clothing	4.80	5.70	3.00	2.00	3.55
	Misc'l	2.45	2.35	-	-	1.75
Boy 8	Food	16.95	16.30	18.65	-	-
	Clothing	4.80	5.70	3.00	2.00	3.55
	Misc'l	2.45	2.35	-	-	1.75
Total Carried Forward		133.60	141.80	139.48	80.85	113.90

- a) Food for five persons.
- b) Personal care, household supplies and equipment, recreation and education, medicine chest needs.
- c) Misc'l five persons includes dry cleaning.
- d) Household supplies only for five persons.

EXHIBIT I (Continued)

SHOWING A MONTHLY ASSISTANCE GRANT FOR AN AID TO DEPENDENT
CHILDREN FAMILY A SIMILAR FAMILY UNDER GENERAL ASSISTANCE AND
THE SAME FAMILY RECEIVING ASSISTANCE FROM THREE SELECTED TOWNSHIPS

	A.D.C.	General Assistance	Oak Park	Townships Breman	Thornton
Total Carried Forward	133.60	141.80	139.48	80.85	113.90
Rent	39.87	37.30 ^{e)}	45.00	25.00	25.00
Fuel Cooking ^{f)}	-	-	2.64	2.00	2.50
Fuel Heat ^{g)}	9.05	7.90 ^{h)}	?	7.26	?
Light	2.60	1.75	3.17	1.50	2.50
Ice ^{h)}	1.45	2.04 ⁱ⁾	3.25	-	-
Water	-	-	-	1.50	1.60
Total	186.57 ^{k)}	190.79	193.54	118.11	145.50
Grant	187.00 ^{k)}	190.79			

Medical¹⁾

e) Unheated.

f) Included in rent.

g) Average monthly cost.

h) Unknown.

i) Twelve month basis.

j) During season.

k) Medical, transportation and laundry expenses met as needed.
Household furnishings also supplies as needed.
That part of grant which covers milk, food, and ice is issued in
form of purchasing authorization (tickets) and clothing is issued
in kind.

l) Medical Expenses will be met as needed.

EXHIBIT II

IF THE OLDEST CHILD BECOMES INELIGIBLE BECAUSE OF AGE AND IS EMPLOYED AT A NET INCOME OF \$100 PER MONTH, HE WOULD MEET HIS OWN EXPENSES AND MAKE A NET CONTRIBUTION OF \$14 PER MONTH TOWARD THE NEEDS OF THE REST OF THE FAMILY. IN ADDITION TO HIS INDIVIDUAL ALLOWANCE AND HIS SHARE OF SHELTER AND OTHER FAMILY EXPENSES IN THE ASSISTANCE PLAN SHOWN IN EXHIBIT I

His extra allowances because of employment are as follows:

	Aid to Dependent Children	General Assistance
Clothing	5.85	1.50
Personal Care	1.85	13.79)
Recreation and Education	10.15	-)
Lunch	7.80	7.80
Transportation	6.75	6.76
Savings	<u>10.00</u>	<u>-</u>
Total	42.40	29.85
Total basic needs of the family	186.57	190.79
Extra Allowance for working boy	<u>42.40</u>	<u>29.85</u>
Total	228.97	220.64
Income (Boy's net income)	<u>100.00</u>	<u>100.00</u>
ADC Grant	128.97	a) GA Grant 120.64
	129.00	120.64

- a) Medical, transportation and laundry expenses met as needed.
Household furnishings also supplied as needed.

TOWNSHIPS

Oak Park, Bremen and Thornton budget 40% of earnings.

EXHIBIT III

SHOWING A MONTHLY ASSISTANCE GRANT OF AN OLD AGE PENSION
 COUPLE WHO ARE ABLE TO MAINTAIN THEIR OWN HOME
 SHOWING A MONTHLY ASSISTANCE GRANT OF A SIMILAR SITUATION
 UNDER GENERAL ASSISTANCE
 SHOWING A MONTHLY ASSISTANCE GRANT OF A SIMILAR SITUATION
 UNDER CERTAIN TOWNSHIPS

	Old Age Pension		General Assistance	
	Man	Woman	Man	Woman
Food	22.90	19.90	22.93	20.30
Clothing	4.95	4.70	4.60	5.85
Misc'l	3.80	3.45	4.00	3.00
Rent	10.00	10.00	13.75	13.75
Fuel	4.00	4.00	3.95	3.95
Gas	.67	.68	.67	.68
Light	.65	.65	.63	.62
Ice	.73	.72	1.02	1.02
Laundry	1.25	1.25	1.25	1.25
Total	48.95	45.35	52.80	50.42

The monthly grants would be \$49.00 for the man and \$45.00 for the woman or a total monthly income of \$94.00 for this family.

Medical expenses may be met in excess of the maximum grant of \$50.00 per month.

Total monthly grant to family \$103.22.

Medical and transportation expenses met as needed.

Household furnishings also supplied as needed.

EXHIBIT III (Continued)

SHOWING A MONTHLY ASSISTANCE GRANT OF AN OLD AGE PENSION
 COUPLE WHO ARE ABLE TO MAINTAIN THEIR OWN HOME
 SHOWING A MONTHLY ASSISTANCE GRANT OF A SIMILAR SITUATION
 UNDER GENERAL ASSISTANCE
 SHOWING A MONTHLY ASSISTANCE GRANT OF A SIMILAR SITUATION
 UNDER CERTAIN TOWNSHIPS

	TOWNSHIPS			
	Oak Park Man	Woman	Bremen Couple	Thornton Couple
Food	23.20	19.70	23.60	38.70
Clothing	3.00	3.00	4.00	7.10
Misc'l a)	9.26	-	-	6.90
Rent a)	30.00	-	15.00	25.00
Fuel	-	-	-	-
Gas	1.90	1.00	1.00 ^{b)}	2.50
Light	2.51	1.00	1.00 ^{b)}	2.50
Ice c)	2.58	-	-	-
Laundry	-	-	-	-
Water	-	-	1.00	-
H.H.Supplies	-	-	1.00	-
Total	72.45	24.70	56.60	82.70
Monthly Grant	97.15			

a) For both man and woman.

b) Special circumstances.

c) In season.

EXHIBIT IV

SHOWING A MONTHLY ASSISTANCE GRANT AS COMPUTED
 UNDER EXHIBIT III IF THE HUSBAND DIED INDICATING
 HOW THE WIFE'S GRANT WOULD BE COMPUTED

If, however, the husband died, the wife's grant would be computed as follows:

	Old Age Pension	General Assistance	Townships		
			Oak Park	Bremen	Thornton
Individual Allowance	30.70	32.00	31.96	18.00	20.95
Shelter	20.00	20.50	30.00	10.00	12.50
Fuel (Average Mo. Cost)	8.00	3.95	?	7.26	-
Gas	1.10	1.10	1.53	1.00	2.50
Light	1.15	.80	2.09	1.00	2.50
Ice (Average Mo. Cost)	1.15	1.63	2.58	-	-
Laundry	2.50	2.50			
Water	-	-	-	1.00	-
Household Supplies	-	-	-	.50	-
Clothing	-	-	-	2.00	-
Total	64.60	62.48	68.16	40.76	38.45
Grant	A) 50.00	B) 62.48	68.00	41.00	38.00

A) Medical expenses may be met in excess of the maximum grant of \$50.00 per month.

B) Medical and transportation expenses met as needed.
 Household furnishings also supplied as needed.

EXHIBIT V

THE MAXIMUM OF \$50.00 PER MONTH WORKS A HARDSHIP ON MANY RECIPIENTS OF BLIND ASSISTANCE. PERSONS WHO LIVE ALONE HAVE THE MOST DIFFICULTY.

SHOWING A TYPICAL ASSISTANCE PLAN FOR A BLIND WOMAN

SHOWING A TYPICAL ASSISTANCE PLAN FOR A WOMAN RECEIVING GENERAL ASSISTANCE

SHOWING A TYPICAL ASSISTANCE PLAN UNDER THE TOWNSHIPS

	Blind Assistance	General Assistance	Oak Park	Townships Bremen	Thornton
Food	21.70	22.15	19.70	18.00	20.95
Clothing	5.20	5.85	3.00	2.00	3.55
Miscellaneous	4.55	4.00	4.25	-	3.45
Shelter	15.00	20.50	20.00	10.00	12.50
Fuel (Average Monthly Cost)	8.00	3.95	-	7.26	-
Gas	1.10	1.10	1.53	1.00	2.50 ^{a)}
Light	1.15	.80	2.09	1.00	2.50 ^{a)}
Ice (Average Monthly Cost)	1.15	1.63	2.58	-	-
Shopping Service	1.30	-	-	-	-
Extra Day Cleaning and Shoe Repair	.65	-	-	-	-
Guide Service	1.00	-	-	-	-
Laundry	3.00	3.00	-	-	-
Total Basic Needs	63.80	62.98	53.15	39.26	45.45
Grant	50.00	62.98	53.00	39.00	45.45

b) Medical Needs

c) Medical and transportation expenses met as needed. Household furnishings also supplied as needed.

a) Special circumstances.

b) Medical needs may be met in excess of the \$50.00 maximum grant.

c) Medical and transportation expenses met as needed. Household furnishings also supplied as needed.

Note: According to law a person eligible for Blind Assistance is not eligible to accept General Assistance. Figures used in this exhibit under General Assistance and the Townships is for illustrative purposes only.

CHAPTER VI

SUMMARY AND CONCLUSION

It would seem that the State from the beginning of its attempt to administer aid to the needy on an expanded basis has lacked a clear concise method of arriving at the problems of those persons seeking assistance and has more or less "fumbled" in its attempt to administer in this capacity by repeatedly changing administrative systems or creating new ones to bolster the old ones. The manner of ascertaining eligibility for assistance and the amount of the allowance to be granted in the respective cases has no doubt demanded unlimited time and effort on the part of the Welfare workers, particularly since the 1930's, but the establishment of a total of 1,557 different kinds of assistance in the State has obviously taxed the State government to a far greater extent in organizing and authorizing the officiating personnel than the situation would warrant.

Even though townships and counties were to obtain State approval of methods used in welfare and assistance administration, a search of the records show that a considerable difference exists in the manner of treatment between the different townships and counties and none of them conform exactly to the patterns in use by the two major systems, namely, the Aid to Dependent Children and General Assistance classifications.

By establishing administrative relief units in 102 counties of the 120 in the state beside 455 local relief units it was necessary to supply a staff of overseers, to say the least, with permission granted for appointive personnel where the discretion of the administrative heads would indicate, thus creating a payroll that reflects in heavy taxation, particularly on the active citizens of the state. Meanwhile, the number of assistance grants has continued to increase in the old age categories -- a fact which offers no alternative but to act because of the very nature of this particular form of aid.

Unfairness in the methods is seen in the case of the treatment of the blind, whose physical disability renders them completely helpless, except in cases where a very limited number of occupants offer them an opportunity to help themselves in a limited measure. While the standards adopted by General Assistance conform fairly close to that used by the Old Age Pension plan, nevertheless, there is a difference of approximately \$10.00 in the monthly grants in the case of a couple living in their own home, the higher allowance being in the General Assistance system. It is obvious that recipients of Old Age Pension compensation have earned that privilege, while there is no indication that persons receiving assistance in the General category have projected either effort or savings into the pattern, and yet these latter persons

receive the greater benefit. Also, it would seem that if educational privileges were due one person receiving public aid, all persons subjected to the state of a recipient should be entitled to the privilege of trying to help themselves, but General Assistance has disregarded this item.

The method of arriving at the individual need lacks uniformity as is seen by examination of the Exhibits. In some instances computation is made on a family basis, on a twelve-month spread, a month-to-month allowance, and in the pattern used by Illinois Public Aid Commission personal care, household supplies and equipment, recreation and education, and medicine chest needs were budgeted under one stipulation, while the Chicago Welfare Department treated the items separately. Also, it is noted that allowances made by the township units are too low to cover all the items granted under General Assistance or Aid to Dependent Children. The 102 counties which serve as agents of the Illinois Public Aid Commission administer a more uniform system of aid with a total of 6,719 employees administering in February 1947, expending a total of \$7,204,192 in assistance to 211,351 persons as compared with the following distributions in the four decentralized categories which showed a total expenditure of \$8,673,080 in the same period:

General Relief	\$1,468,889
Old Age Pension	5,074,611
Aid to Dependent Children . .	1,939,486
Blind Assistance	190,094

It is noted that Old Age Pension, Blind Assistance, and Aid to Dependent Children programs are supported entirely from state and federal funds and in February 1947 260,000 persons in Illinois were reported as receiving benefits under Aid to Dependent Children, Blind Assistance, Old Age Pension and General Relief programs, the largest number being in the Old Age Pension bracket and reported at 127,107 persons. General Relief showed 57,549 persons, Aid to Dependent Children, 79,348 persons and Blind Assistance, 4,896. General relief is supported by local and state funds, while the state matches county expenditures for neglected, dependent and delinquent children, although it carries no authority over county expenditure of the state contribution.

Appropriations of state funds for assistance and administration for the 1945-1947 biennium totaled \$188,423,423, representing slightly less than one-fourth of the total appropriations for all state purposes during this period. In addition to the state funds appropriated to the Commission, local governmental units provided from local sources relief funds to the amount of approximately \$17,379,000 to meet their share of general relief during the biennium mentioned above.

As of February 1947 local governmental units had approximately 1,000 employees in addition to the 1,455 local officials who served ex officio as Overseers of the Poor, or a total of 2,455. This staff dispensed aid to 57,540 persons in an amount of \$1,468,889, with administrative costs totaling on the average of twelve per cent of the total expenditures. However, an exception in one local governmental unit showed an administrative expenditure totaling twenty-seven per cent of the total expenditures. By comparison, total cost of administration in the 102 county administrative units, plus expenditures for the state and district staff of the Public Aid Commission, which also supervises General Relief in addition to its responsibilities for these three programs, constitutes approximately five per cent of the total expenditures.

To indicate further complexity and confusion in the patterns of assistance employed in the State welfare agencies the following examples may be cited: If a person residing in LaSalle County desires to apply for Old Age Pension, Blind Assistance, or Aid to Dependent Children, he will go to the County Department of Public Assistance for LaSalle County which is located at Ottawa, the county seat. If, however, this person seeks General Relief, he must go to the proper township relief office, of which there are thirty-seven in LaSalle County. If he wishes child welfare services or teaching by braille or other services for the adult blind,

his only resort is to write for information from the Department of Public Welfare in the regional office located at Rockford in Winnebago County. If he wishes to avail himself of the program of Vocational Rehabilitation of the Handicapped, he must go to the district office of the Division of Vocational Rehabilitation in Pontiac Bureau County. If he seeks services for crippled children, he must communicate with the regional office located at Peoria in Peoria County. If he is interested in placing a child in a foster-home or institution, he must consult the County Court if he wishes the cost of this care to be met from public funds. If the county lacks funds or has insufficient funds for paying board in a licensed foster-home or children's institution, and the Court does not place an order on the county to pay for such care, and the financial conditions are such as to qualify the child as a "pauper child" then he may go to the township supervisor to secure relief funds to pay for these costs.

Obviously, the State has made strides in taking care of its needy citizens, but the manner in which it has attempted to do so lacks, centralization, efficiency, and most of all economy. Burdensome taxations have been imposed upon the citizens to meet the expenses of a system that is poorly defined, complex and duplicated in supporting staff personnel to represent the various and ennumerable governmental units, both specialized and general. No attempt has been made

to establish a standard of assistance or a pattern that will provide an efficient system of administration and at the same time eliminate members from the payrolls supported by taxpayers. The dissemination of assistance among 1,455 local governmental units weakens the possibility of a centralized, uniformly administered system and prohibits the existence of a solidified, clearly defined assistance pattern.

APPENDIX

TABLE I

GROCERY LIST USED IN CALCULATING THE FOOD ALLOWANCES GROUPED ACCORDING TO
SIMILAR NUTRITIVE VALUE AND AMOUNTS OF VARIOUS FOOD ITEMS USED IN
EACH FOOD GROUP

Food Groups	Per Cent of Each Item in the Group	Serving Per Person Per Day or Per Week
MILK		
Pasteurized (purchased at grocery)	75	1 pint daily for adults
Evaporated	25	3/4 to 1 quart daily for children
POTATOES		
White	90	
Sweet	10	10 to 14 per week
DRIED BEANS AND PEANUT BUTTER		
Lima Beans	30	
Navy Beans	50	3 or 4 per week
Peanut Butter	20	
TOMATOES AND CITRUS FRUIT		
Oranges	50	
Grapefruit Juice, Canned	20	1 every day
Tomatoes, Canned	30	
LEAFY, GREEN, AND YELLOW VEGETABLES		
Lettuce	15	
Cabbage	25	
Spinach	20	1 every day
Carrots	20	
Peas, Canned	10	
Green Beans, Canned	10	
OTHER FRUITS AND VEGETABLES		
Apples	30	
Bananas	27-1/2	
Prunes	10	1 every day
Raisins	2-1/2	
Dried Peaches	5	
Beets	15	
Onions	10	
EGGS	100	4 per week

TABLE I (Continued)

GROCERY LIST USED IN CALCULATING THE FOOD ALLOWANCES GROUPED ACCORDING TO
SIMILAR NUTRITIVE VALUE AND AMOUNTS OF VARIOUS FOOD ITEMS USED IN
EACH FOOD GROUP

Food Groups	Per Cent of Each Item in the Group	Serving Per Person Per Day or Per Week
MEAT AND FISH		
Ground Beef (Hamburger)	20	5 or 6 small servings per week in stews, meat loaf, meat cakes
Pot Roast	30	
Pork Shoulder	20	
Lamb Shoulder	10	
Veal Shoulder	10	
Canned Salmon	10	
BREAD		
White, enriched	50	At every meal
Whole Wheat	50	
FLOUR		
White, enriched	100	

TABLE I (Continued)

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GROCERY LIST USED IN CALCULATING THE FOOD ALLOWANCES

Food Groups	Per Cent of Each Item in the Group	Servings Per Person Per Day or Per Week
CEREALS		
Corn Flakes	10	Once or twice a day
Corn Meal	20	
Farina	10	
Macaroni	10	
Rice	10	
Rolled Oats	30	
Whole Wheat	10	
FATS		
Butter	20	At every meal
Margarine, Vitamin A added	30	
Lard	20	
Bacon Squares	10	
Salad Oil	20	
SWEETS		
Sugar	80	Every day
Corn Syrup, dark	20	
Cocoa, Coffee, Tea, Seasonings		

TABLE II

CURRENT MONTHLY FOOD ALLOWANCES, COOK COUNTY

	Living Alone	Living in a House- hold of 2 Persons	Living in a House- hold of 3 or more
<u>Old Age Pension</u>			
Active Man	\$24.95	\$22.90	\$20.80
Active Woman	21.70	19.90	18.10
Inactive Man	--	19.65	17.85
Inactive Woman	--	18.75	17.05
<u>Blind Assistance</u>			
Boy, 18-20	30.60	28.05	25.50
Girl, 18-20	23.90	21.90	19.90
Active Man	24.95	22.90	20.80
Active Woman	21.70	19.90	18.10
Inactive Man	--	19.65	17.85
Inactive Woman	--	18.75	17.05
<u>Aid to Dependent Children</u>			
Infant through 5 years	--	13.95	12.70
Child 6 through 12 years	--	18.65	16.95
Child 13 through 20 years	--	24.85	22.60
Adult	--	21.40	19.45
Restaurant Allowance		\$42.60 per month	
Board and Room Allowance		45.00 per month	

TABLE III

1. REPLACEMENT CLOTHING LISTS
 Infant to 2 Years

Items	Infant to 2 Years Replacement Schedule
OUTER GARMENTS	
Bunting or Snow Suit and Cap, at least 50% wool	1 every 2 years
Cap, knit	1 " 2 "
Sweater, at least 50% wool	1 " year
Dresses or Wash Suits, Playsuits, Rompers (cotton)	5 " "
UNDERGARMENTS	
Slip, cotton	1 every 2 years
Undershirts, cotton (short sleeves)	2 " 3 "
Training Pants, cotton knit	5 " 2 "
Sleepers, flannelette	1 " year
Sleepers, cotton crepe	1 " "
FOOTWEAR	
Shoes	2 every 3 years
Stockings or socks, cotton	5 " 2 "
ACCESSORIES	
Mittens, wool	1 every 2 years
BED CLOTHES	
Oilcloth for crib	1 every 2 years

2. REPLACEMENT CLOTHING LIST

Boy and Girl

Aged 2 through 6 Years

Items	Boy, 2-6 Years Replacement Schedule	Girl, 2-6 Years Replacement Schedule
OUTER GARMENTS		
Snow Suit and Cap (two-piece, at least 50% wool) helmet type cap for boy, hood for girl	1 every 2 years	1 every 2 years
Sweater, 100% wool	1 " 2 "	1 " 2 "
Wash Suits, cotton broadcloth or cotton knit	2 every year	- - -
Dresses, cotton	- - -	2 every year
Coveralls or Play Suits, cotton twill or denim	3 every year	3 every year
UNDERGARMENTS		
Slips, cotton	- - -	1 every 2 years
Undershirts, cotton knit	1 every year	1 every year
Panties, cotton knit	2 " "	3 " "
Unionsuits, one-piece cotton knit	2 every 3 years	2 every 3 years
Sleepers, outing flannel	1 " year	1 " year
Sleepers, cotton crepe	1 " "	1 " "
FOOTWEAR		
Shoes	3 every year	3 every year
Socks, cotton	8 " "	- - -
Stockings or socks, cotton	- - -	8 every year
Galoshes	1 every 2 years	1 every 2 years
ACCESSORIES		
Mittens, wool	1 every year	1 every year
Handkerchiefs, cotton	6 " "	6 " "
Shoe laces	3 " "	3 " "

3. REPLACEMENT CLOTHING LIST

Girls in Schools

Aged 7 through 18 Years

Items	Girl, 7-12 Years Replacement Schedule	Girl, 13-18 Years Replacement Schedule
OUTER GARMENTS		
Coat, winter (untrimmed, lined) at least 50% wool	- - -	1 every 3 years
Coat, winter (untrimmed, lined) or snow suit (lined) at least 50% wool	1 every 3 years	1 - - -
Jacket, spring, at least 50% wool	1 " 2 "	1 every 3 years
Hat, wool felt	1 " 2 "	1 " 2 "
Head scarf	- - -	1 " year
Sweater, 50% wool slipover	1 every 2 years	1 " "
Dresses, street rayon	- - -	1 " "
Dresses, street cotton	3 every year	2 " "
Skirt, at least 50% wool	1 " "	1 " "
Blouses, cotton	2 " "	2 " "
UNDERGARMENTS		
Slips, rayon or cotton	- - -	2 every 3 years
Slips, cotton	2 every 3 years	- - -
Underwear, cotton knit	1 " year	- - -
Panties, cotton knit or rayon	- - -	2 every year
Panties, cotton knit	3 every year	- - -
Underwaist	1 " "	- - -
Brassieres, cotton or rayon	- - -	2 every year
Garter Belt, 4-inch width	- - -	1 " "
Pajamas, flannelette	1 every year	1 " "
Pajamas, percale	1 " "	1 " "
FOOTWEAR		
Shoes, oxfords	3 every year	3 every year
Stockings, nylon	- - -	2 " "
Socks, cotton	- - -	4 " "
Stockings or socks, cotton	8 every year	- - -
Galoshes	1 every 2 years	1 every 2 years
ACCESSORIES		
Mittens, wool, or cotton or rayon gloves	- - -	1 every year
Mittens, wool	1 every year	- - -
Purse, plastic	- - -	1 every 2 years
Handkerchiefs, cotton	6 every year	6 " year
Shoe laces	4 " "	2 " "
CLOTHING UPKEEP		
Shoe Repairs, half soles and heels	3 every year	1 every year
Shoe Repairs, heels only	- - -	2 - -

4. REPLACEMENT CLOTHING LIST

Boys in School

Aged 7 through 18 Years

Items	Boy, 7-12 Years Replacement Schedule	Boy, 13-18 Years Replacement Schedule
OUTER GARMENTS		
Mackinaw, all wool	1 every 3 years	1 every 3 years
Cap	1 " 2 "	1 " 2 "
Sweater, pullover, at least 50% wool	1 " year	1 " 2 "
Suit, at least 50% wool	- - -	1 " 2 "
Longies, at least 25% wool or corduroy	1 every year	1 " year
Slacks, cotton	4 " "	2 " "
Shirts, dress broadcloth	1 " "	1 " "
Shirts, polo	2 " "	2 " "
Shirts, long sleeved polo, or cotton flannel	2 " "	2 " "
UNDERGARMENTS		
Underwear, one-piece cotton knit	2 every 3 years	2 every 3 years
Undershirts, sleeveless, cotton rib	2 " year	2 " 3 "
Shorts, cotton knit, or broadcloth	2 " "	2 " year
Pajamas, flannelette	1 " "	1 " "
Pajamas, broadcloth, or percale	1 " 2 years	1 " "
FOOTWEAR		
Shoes, oxfords	3 every year	3 every year
Socks, cotton	8 " "	8 " "
Rubbers	1 " 2 years	1 " 2 years
ACCESSORIES		
Mittens, wool, or cotton gloves	- - -	1 every year
Mittens, wool	1 every year	- - -
Belt	1 every 2 years	1 every 2 years
Ties	1 " year	1 " year
Handkerchiefs, cotton	6 " "	6 " "
Shoe laces	4 " "	3 " "
CLOTHING UPKEEP		
Shoe Repairs, half soles and heels	3 every year	3 every year

5. REPLACEMENT CLOTHING LIST Active Women Under 65

Item	Woman at Home			Employed Woman		
	Replacement Schedule			Replacement Schedule		
OUTER GARMENTS						
Coat, winter (untrimmed, lined and interlined) at least 50% wool	1	every	6 years	1	every	4 years
Coat, spring (untrimmed) or suit, at least 50% wool	1	"	7 "	1	"	4 "
Hat, wool felt	1	"	year	2	"	3 "
Sweater, cardigan, at least 50% wool	1	"	4 years	1	"	3 "
Dresses, street (winter rayon)	1	"	2 "	1	"	year
Dresses, street (summer rayon or cotton)	1	"	year	2	"	"
Dresses, house (percale)	3	"	"	1	"	"
Skirt, at least 25% wool	-	-	-	1	"	"
Blouse, spun rayon or rayon crepe	-	-	-	2	"	"
UNDERGARMENTS						
Slips, rayon or cotton	2	every	3 years	2	every	year
Underwear, cotton knit, knee length	1	"	year	1	"	"
Panties, rayon or cotton knit	1	"	"	2	"	"
Brassieres, cotton or rayon	1	"	"	2	"	"
Corset or girdle (2-way stretch)	1	"	"	1	"	"
Nightgowns, flannelette	1	"	"	1	"	"
Nightgowns, muslin or cotton crepe	1	"	2 years	1	"	"
FOOTWEAR						
Shoes, oxfords	2	every	year	3	every	year
Stockings, nylon	1	"	"	6	"	"
Stockings, cotton	5	"	"	-	-	-
Galoshes or rubbers	1	"	4 years	1	every	3 years
ACCESSORIES						
Gloves, cotton or rayon	1	every	2 years	1	every	year
Handbag, plastic	1	"	3 "	1	"	"
Handkerchiefs, cotton	6	"	year	6	"	"
Shoe laces	1	"	"	1	"	"
Umbrella	-	-	-	1	"	4 years
CLOTHING UPKEEP						
Shoe Repairs, half soles and heels	1	every	year	1	every	year
Shoe Repairs, heels only	2	"	"	2	"	"
Dry Cleaning, winter coat	1	"	"	1	"	"
spring coat	-	-	-	1	"	"
rayon dress	-	-	-	1	"	"

6. REPLACEMENT CLOTHING LIST Active Woman Over 65 Years of Age and Inactive Woman

Item	Active Woman Over 65 Replacement Schedule	Inactive Woman Replacement Schedule
OUTER GARMENTS		
Coat, winter (untrimmed, lined and interlined) at least 50% wool	1 every 7 years	1 every 10 years
Coat, spring (untrimmed) at least 50% wool	1 " 8 "	- - - -
Hat, wool felt	2 " 3 "	2 every 5 years
Sweater, cardigan, at least 50% wool	1 " 4 "	1 " 3 "
Dresses, street (winter rayon)	1 " 3 "	1 " 4 "
Dresses, street (summer rayon or cotton)	1 " 2 "	1 " 4 "
Dresses, house (percale)	2 " year	2 " 3 "
UNDERGARMENTS		
Slips, cotton	2 every 3 years	2 every 3 years
Underwear, at least 10% wool	1 " year	1 " year
Underwear, light weight cotton knit	2 " "	2 " "
Brassieres, rayon or cotton	2 " 3 years	2 " 3 years
Corset, cotton	1 " 2 "	- - - -
Nightgowns, flannelette	1 " 2 "	2 every 3 years
Nightgowns, muslin or cotton crepe	1 " 2 "	2 " 3 "
Bathrobe, cotton blanket cloth	1 " 6 "	1 " 4 "
FOOTWEAR		
Shoes, oxfords	1 every year	1 every 2 years
House slippers, hard sole	1 " "	1 " year
Stockings, nylon	1 " "	1 " 2 years
Stockings, cotton	5 " "	4 " year
Galoshes or rubbers	1 " 4 years	1 " 5 years
ACCESSORIES		
Gloves, cotton or rayon	1 every 2 years	1 every 3 years
Handbag, plastic	1 " 3 "	1 " 4 "
Handkerchiefs, cotton	6 " year	6 " year
Scarf, rayon and wool mixture	1 " 4 years	1 " 5 years
Shoe laces	1 " year	1 " year
CLOTHING UPKEEP		
Shoe Repairs, half soles and heels	1 every year	- - -
Shoe Repairs, heels only	1 " "	- - -
Dry Cleaning, winter coat	1 " "	- - -

7. ANNUAL REPLACEMENT CLOTHING LIST
Man and Boy (Employed--Indoor Manual Work)

Item	Annual Replacement	
	Man	Boy 16-20 year)
OUTER GARMENTS		
Overcoat, all wool, partially lined	- - -	1 every 5 years
Mackinaw, all wool	1 every 3 years	- - -
Hat, wool felt	1 " 4 "	1 every 4 years
Cap	1 " 3 "	1 " 3 "
Sweater jacket for man, pullover for boy, at least 50% wool	1 " 3 "	1 " 3 "
Suit, at least 75% wool	1 " 6 "	1 " 4 "
Trousers, at least 25% wool	1 " year	1 " year
Trousers, work, cottonade or whipcord, or denim overalls	3 " "	3 " "
Shirts, dress, broadcloth	1 " "	1 " "
Shirts, work, chambray	4 " "	5 " "
UNDERGARMENTS		
Underwear, heavy cotton	1-1/2 every year	1-1/2 every year
Undershirts, cotton rib	1-1/2 " "	1-1/2 " "
Shorts, cotton knit	1-1/2 " "	1-1/2 " "
Pajamas, flannelette	1 every 2 years	1 every 2 years
Pajamas, broadcloth	1 " 2 "	1 " 2 "
FOOTWEAR		
Shoes, dress oxfords	1 every 2 years	1 every 1-1/2 years
Shoes, work	2 " year	2 " year
Socks, dress, cotton	3 " "	3 " "
Socks, work, cotton	9 " "	9 " "
Rubbers	1 " 3 years	1 " 3 years
ACCESSORIES		
Gloves, cotton dress	1 every 2 years	1 every 2 years
Gloves, work	6 " year	6 " year
Belt or Suspenders	1 " 2 years	1 " 2 years
Ties	1 " year	1 " year
Handkerchiefs, cotton	6 " "	6 " "
Shoe laces	3 " "	3 " "
CLOTHING UPKEEP		
Shoe repairs, half soles and heels	3 every year	3 every year
Dry cleaning	1 " "	2 " "

8. ANNUAL REPLACEMENT CLOTHING LIST
Man and Boy (Employed --Outdoor Manual Work)

Item	Annual Replacement	
	Man	Boy (16-20 year)
OUTER GARMENTS		
Overcoat, all wool, partially lines	- - -	1 every 5 years
Mackinaw, all wool	1 every 3 years	- - -
Coat, denim, part wool lining	1 " year	1 every year
Hat, wool felt	1 " 4 years	1 " 4 years
Cap	1 " 2 "	1 " 2 "
Sweater jacket for man, pullover for boy, at least 50% wool	1 " 3 "	1 " 3 "
Suit, at least 75% wool	1 " 6 "	1 " 4 "
Trousers, at least 25% wool	1 " year	1 " year
Trousers, work, cottonade or whipcord, or denim overalls	3 " "	3 " "
Shirts, dress, broadcloth	1 " "	1 " "
Shirts, work, chambray	3 " "	1 " "
Shirts, heavy cotton, dark color	1 " "	1 " "
UNDERGARMENTS		
Underwear, heavy cotton	3 every 2 years	3 every 2 years
Undershirts, cotton rib	3 " 2 "	3 " 2 "
Shorts, cotton rib	3 " 2 "	3 " 2 "
Pajamas, flannelette	1 " 2 "	1 " 2 "
Pajamas, broadcloth	1 " 2 "	1 " 2 "
FOOTWEAR		
Shoes, dress oxfords	1 every 2 years	1 every 1-1/2 years
Shoes, work	2 " year	2 " year
Socks, dress, cotton	3 " "	3 " "
Socks, work, cotton	9 " "	9 " "
Galoshes	1 " 3 years	1 " 3 years
ACCESSORIES		
Gloves, cotton dress	1 every 2 years	1 every 2 years
Gloves, work	6 " year	6 " year
Belt or suspenders	1 " 2 years	1 " 2 years
Ties	1 " year	1 " year
Handkerchiefs, cotton	6 " "	6 " "
Shoe laces	3 " "	3 " "
CLOTHING UPKEEP		
Shoe repairs, half soles and heels	3 every year	3 every year
Dry cleaning overcoat	- - -	1 " "
mackinaw	1 every year	- - -
suit	- - -	1 every year

9. ANNUAL REPLACEMENT CLOTHING LIST
Man and Boy (Employed--Clerical Work)

Item	Annual Replacement	
	Man	Boy (16-20 year)
OUTER GARMENTS		
Overcoat, all wool, partially lined	1 every 4 years	1 every 4 years
Hat, wool felt	1 " 1-1/2 years	1 " 3 "
Cap	- - -	1 " 2 "
Sweater jacket for man, pullover for boy, 50% wool	- - -	2 " 3 "
Suit, at least 75% wool	1 every 3 years	1 " 2 "
Trousers, at least 25% wool	2 " year	2 " year
Shirts, dress, broadcloth	4 " "	4 " "
UNDERGARMENTS		
Underwear, heavy cotton	1 every year	1 every year
Undershirts, cotton rib	1 " "	1 " "
Shorts, cotton knit	1 " "	1 " "
Pajamas, flannelette	1 " "	1 " "
Pajamas, broadcloth	1 " "	1 " "
FOOTWEAR		
Shoes, dress oxfords	2 every year	2 every year
Socks, cotton	10 " "	10 " "
Rubbers	1 " 3 years	1 " 3 years
ACCESSORIES		
Gloves, cotton	1 every 2 years	1 every 2 years
Belt or suspenders	1 " 2 "	1 " 2 "
Ties	2 " year	2 " year
Handkerchiefs	6 " "	6 " "
Shoe laces	3 " "	3 " "
CLOTHING UPKEEP		
Shoe repairs (half soles and heels)	2 every year	2 every year
Dry cleaning, overcoat	1 " "	1 " "
suits	1 " "	1 " "
trousers	1 " "	1 " "

10. REPLACEMENT CLOTHING LIST Men at Home

Item	Active Man Replacement Schedule	Inactive Man Replacement Schedule
OUTER GARMENTS		
Overcoat, all wool, partially lined	1 every 10 years	1 every 10 years
Hat, wool felt	1 " 4 "	1 " 6 "
Sweater, jacket, at least 50% wool	1 " 3 "	1 " 3 "
Suit, at least 75% wool	1 " 6 "	- - -
Trousers, at least 25% wool	1 " 2 "	1 every 2 years
Trousers, work--cottonade or whipcord	1 " year	1 " year
Overalls, denim	1 " "	- - -
Shirts, dress--broadcloth	1 " "	1 every 2 years
Shirts, work--chambray	2 " "	1 " year
UNDERGARMENTS		
Underwear, 25% wool	1 every year	1 every year
Undershirts, cotton rib	2 " "	2 " "
Shorts, cotton knit	2 " "	2 " "
Pajamas, flannelette	1 " "	3 " 2 years
Pajamas, broadcloth	1 " "	3 " 2 "
Bathrobe, cotton blanket cloth	- - -	1 " 4 "
FOOTWEAR		
Shoes, dress oxfords	1 every year	1 every 2 years
House Slippers, hard sole	1 " "	1 " year
Socks, cotton	8 " "	6 " "
Rubbers	1 " 4 years	1 " 5 years
ACCESSORIES		
Gloves, cotton	1 every 4 years	1 every 5 years
Belt or suspenders	1 " 2 "	1 " 2 "
Ties	1 " 2 "	1 " 2 "
Handkerchiefs	6 " year	6 " year
Muffler, wool	1 " 5 years	1 " 5 years
Shoe laces	2 " year	1 " year
CLOTHING UPKEEP		
Shoe Repairs, half soles and heels	1 every year	- - -

TABLE IV

MONTHLY CLOTHING ALLOWANCES (Fall 1947 and Spring 1948 Prices)Old Age Pension

Active Man	\$4.95
Active Woman	4.70
Inactive Man	3.75
Inactive Woman	3.65

Blind Assistance

Boy, 18-20	4.95
Girl, 18-20	5.65
Active Man	4.95
Active Woman	5.20
Inactive Man	3.75
Inactive Woman	3.65

Aid to Dependent Children

Infant thru 5	2.25
Child 6-12	4.80
Child 13-20	6.55
Adult	5.30

TABLE V

MONTHLY HOUSEHOLD SUPPLIES AND EQUIPMENT ALLOWANCES

Adult living alone--OAP and BA	\$1.60
Person living in a household consisting of two members	1.35
Person living in a household consisting of three or more members	1.15

TABLE VI

MONTHLY PERSONAL CARE ALLOWANCES

		When Haircuts Are:			
		50¢	65¢	75¢	\$1.00
Man	- OAP and BA	\$0.70	\$0.85	\$0.95	1.20
Women	- OAP and Inactive BA	.85	.85	.85	.85
	BA, Active, Adult	1.10	1.10	1.10	1.10
	BA, 18-20	1.30	1.30	1.30	1.30
ADC	- Infant thru 5	.35	.35	.35	.35
	Child 6-12	.65	.70	.75	.80
	Child 13-20	.95	1.05	1.10	1.20
	Adult	1.00	1.10	1.15	1.25

TABLE VII

MONTHLY MEDICINE CHEST ALLOWANCES

OAP and BA	\$0.35
All Others	.25

TABLE VIII

MONTHLY RECREATION AND EDUCATION ALLOWANCES

OAP and BA	- Person living alone	\$1.50
	Person living in family group	.90
ADC	- Adult	1.00
	Child 13-20	.85
	Child infant thru 12	.25

TABLE IX

ADDITIONAL ALLOWANCES FOR BLIND PERSONSAllowances for Special Needs Occasioned by the Handicap of Blindness

Repairs for radios, typewriters, and braille writers are allowed as paid.

Food for seeing eye or guide dogs - \$7.70 - \$10.00 per month

The following may be allowed blind persons who live alone:

Additional for dry cleaning, mending, and shoe repairs \$ 0.65 per month

Shopping service 1.30 per month

Additional recreation allowance (for reading or
guide service) 1.00 per month

Additional Allowances for the Special Needs of Blind Persons Employed
Outside the Home

Fifty per cent of the gross monthly earnings up to a maximum of \$15 will be allowed for the unpredictable expenses of the blind recipient who is employed outside the home.

The following items are considered in this allowance:

1. Transportation in addition to that normally needed for employment, such as taxi service in bad weather or emergencies \$3.00
2. Services such as extra payment in restaurants in the form of tips for special services, tips to persons running errands, etc. 4.00
3. Additional personal care, such as more frequent barber, hairdressing, and similar costs 3.00
4. Extra clothing upkeep, such as repairs, alterations, extra dry cleaning and laundry required by outside work 5.00

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